



# County of Orange



## HOUSING ELEMENT

Adopted March 22, 2011

**COUNTY OF ORANGE  
HOUSING ELEMENT**

**ADOPTED  
MARCH 22, 2011**

## CHAPTER X – HOUSING ELEMENT

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## X. HOUSING ELEMENT



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### 1. INTRODUCTION

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#### **Purpose**

The purpose of the Housing Element is to ensure the County establishes policies, procedures and incentives in its land use planning and development activities that will result in the maintenance and expansion of the housing supply to adequately accommodate households currently living and expected to live in the unincorporated County. It institutes policies that will guide County decision-making, and establishes an action program to implement housing goals through 2014.

Each jurisdiction within the Southern California Association of Governments (SCAG) region is required to prepare a housing element by June 30, 2008. Although some County housing programs operate within cities, the County's Housing Element primarily addresses housing issues in the unincorporated areas.

Foremost among these issues is the provision of a mix of housing types to meet the needs of all economic segments of the unincorporated area. In response, the Housing Element makes provisions for affordable and accessible housing for special needs groups in the community, and is designed to provide guidance in the maintenance of existing affordable housing. These commitments are an expression of the statewide housing goal of “decent housing and a suitable living environment for every California family.”

### **Citizen Participation**

California *Government Code* requires that local government make a diligent effort to achieve public participation from all economic segments of the community in the development of the housing element. In the preparation of the Housing Element Update, a number of organizations and agencies that provide housing, or housing related services, were contacted. Responses from these groups helped guide the Housing Needs Assessment portion of the Housing Element, as well as the action plan.

Citizen involvement was accomplished in a number of different ways. A series of meetings was held with the County Housing Element Resource Team comprised of recognized leaders from business, housing advocacy, social service providers, environmental organizations, the Orange County Building Industry Association, major landowners and developers, non-profit builders, and the Orange County Grand Jury. Finally, study sessions and public hearings were held by the Orange County Planning Commission and Board of Supervisors. This proactive outreach effort ensured broad involvement throughout the analytical and policy development phases of the project.

Drafts of the Housing Element were posted on the County’s website ([www.ocplanning.net](http://www.ocplanning.net)). Appendix C provides additional detail regarding opportunities for public involvement along with a summary of public comments and how those comments have been addressed in the Housing Element.

### **Consistency with State Planning Law**

The Housing Element is one of the seven General Plan elements mandated by the State of California. Sections 65580 to 65590 of the California *Government Code* contain the legislative mandate for the housing element. State law requires that the County’s Housing Element consist of “*an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the*

*preservation, improvement and development of housing*” (§65583). In addition, the housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

There is no single approved format for a Housing Element. Instead, State law defines components of issues that must be addressed. A Housing Element should clearly identify and address, at a minimum, each component listed below:

The element shall contain all of the following.

1. Review of existing Housing Element.
2. An assessment of existing and projected housing and employment trends to assess a locality’s housing needs for all income levels.
3. An inventory of resources relevant to meeting housing needs.
4. An inventory of constraints relevant to the meeting of these needs.
5. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement and development of housing.

A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element.

### **General Plan Consistency**

The Housing Element is one of nine elements of the Orange County General Plan. The goals, policies, standards and proposals within this element relate directly to, and are consistent with all other elements. The County’s Housing Element identifies programs and resources required for the preservation, improvement and development of housing to meet the existing and projected needs of its population.

The Housing Element is affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and distribution of land uses throughout the County, and defines the land use build-out potential. In designating the location and density of residential development, the Land Use Element places an upper limit on the number and types of housing units



constructed in the unincorporated County. The acreage designated for a range of commercial and office uses creates employment opportunities for various income groups. The presence and potential for jobs affects the current and future demand for housing at various income levels in the County.

The Public Services and Facilities Element, Resources Element, Safety Element and Noise Element of the General Plan also affect the implementation of the Housing Element. Together, these Elements establish policies for providing essential infrastructure to all housing units, regulate the amount and variety of open space and recreation areas, delineate acceptable noise levels in residential areas, and establish programs to provide for the safety of the residents. In sum, policies contained in General Plan Elements directly affect the quality of life for all unincorporated County citizens.

The Six-Year Action Plan contained in Chapter V includes the County's commitments for implementation actions through June 2014.

### **Housing Element Organization**

The Housing Element is comprised of the following major components:

- The Community Profile and Needs Assessment (Section II) contains an overview of the county's population, housing and employment characteristics in the context of regional trends, as well as a discussion of existing and future housing needs, including special needs such as the elderly and large families, and the unincorporated area's fair share of regional growth needs.
- Section III contains a review of housing constraints and resources, including governmental and market constraints to the maintenance, improvement and development of housing.
- Section IV presents a review of the previous Housing Element, including a discussion of the appropriateness of goals and policies, the effectiveness of programs, and the progress in achieving quantified objectives.
- The goals, policies and programs that will guide the County's actions through 2014 are presented in Section V.

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## **2. COMMUNITY PROFILE AND NEEDS ASSESSMENT**

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The County of Orange is located along the Pacific Ocean between Los Angeles County to the north and northwest, San Bernardino County to the northeast, Riverside County to the east, and San Diego County to the southeast. A somewhat rectangular landmass, Orange County stretches approximately 40 miles along the coast and extends inland approximately 20 miles, covering 798 square miles.

The housing needs of the County are determined by demographic characteristics of the population (age, household size, employment, and/or ethnicity), and the characteristics of housing available to that population (i.e., number of units, tenure, size, cost, etc.). The regional housing market is seldom static, constantly changing with dynamic social and economic factors. As County demographics and household socioeconomic conditions change, different housing opportunities arise and/or must be created to meet demand. This section explores the characteristics of the existing and projected population and housing stock in order to define the extent of unmet housing needs in unincorporated Orange County. This information helps to provide direction in updating the County's Housing Element goals, policies, and programs.

### **Population Trends and Characteristics**

Between 2000 and 2007, Orange County grew by over 250,000 people, or approximately 9%. However, as a result of incorporations and annexations, the population of the unincorporated portions of the county declined by nearly 30% to 118,136 persons (Table X-1).

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**Table X-1**  
**Population Trends 2990-2007 –**  
**Unincorporated Orange County**

	1990	2000	2007	Growth 1990-2000	Growth 2000-2007
Unincorporated area	227,425	168,165	118,136	-26.1%	-29.7%
County total	2,410,556	2,846,289	3,098,121	18.1%	8.8%

Sources: 1990 & 2000 Census; Calif. Dept. of Finance

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### ***Age Composition***

The age breakdown of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. According to

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the 2000 Census, residents in their prime working years (25-64) comprised about 54% of the unincorporated population. About 11% of residents were “senior citizens” age 65 and older. Generally, the population of the unincorporated area was similar to the county as a whole (Table X-2).

**Table X-2**  
**Age Distribution – 2000**

Age Group	Unincorporated		Orange County	
	Persons	%	Persons	%
Under 18 years	29,255	28%	768,419	27%
18 to 24 years	7,450	7%	268,181	9%
25 to 44 years	32,796	31%	943,613	33%
45 to 64 years	24,180	23%	585,313	21%
65 to 74 years	6,618	6%	148,702	5%
75 to 84	3,833	4%	97,967	3%
85 and over	947	1%	34,094	1%
Total	105,079	100%	2,846,289	100%
Census County Division	Median Age			
Anaheim-Santa Ana-Garden Grove	31.1			
North Coast	36.6			
Central Coast	34.3			
South Coast	38.6			
El Toro	34.5			
Trabuco	35.2			
Orange County	33.3			

Source: 2000 Census, QT-P1, PCT 3

Note: Median age data unavailable for Unincorporated County alone.

### *Racial and Ethnic Composition*

Table X-3 shows racial and ethnic characteristics for the county. About 20% of unincorporated area residents were Hispanic compared to 31% countywide. About two-thirds of unincorporated residents were white compared to just over half countywide. Asians comprised the next largest minority group, with 9% of unincorporated areas and 14% countywide.

**Table X-3  
Ethnicity**

	Unincorporated		Orange County	
	Persons	%	Persons	%
Not Hispanic or Latino	84,229	80.2%	1,970,710	69.2%
-White	70,220	66.8%	1,458,978	51.3%
-Black or African American	1,059	1.0%	42,639	1.5%
-American Indian/Alaska Native	337	0.3%	8,414	0.3%
-Asian	9,887	9.4%	383,810	13.5%
-Native Hawaiian/Pacific Islander	267	0.3%	8,086	0.3%
-Other races or 2+ races	2,459	2.3%	68,783	2.4%
Hispanic or Latino (any race)	20,850	19.8%	875,579	30.8%
Total	105,079	100.0%	2,846,289	100.0%

Sources: 2000 Census, SF1 Table P8

## Employment Trends

Current employment and projected job growth have a significant influence on housing needs during this planning period. Table X-4 shows that the unincorporated area had a workforce of 51,907 persons, or 65% of the working-age population, as reported in the 2000 Census. This table shows that the workforce characteristics of the unincorporated population are similar to those countywide. About six percent of unincorporated residents worked at home, and about one-third were not in the labor force (i.e., unemployed or not seeking work).

**Table X-4  
Labor Force**

	Unincorporated		Orange County	
	Persons	%	Persons	%
In labor force	51,907	65.2%	1,411,901	65.5%
-Work at home	2,866	5.5%	48,832	3.5%
Not in labor force	27,730	34.8%	742,051	34.5%
-With social security income	7,474	9.4%	189,440	8.8%
Total population age 16+	79,637	100%	2,153,952	100%

Source: 2000 Census, DP-3

In 2000, approximately 46% of the unincorporated working residents were employed in management and professional occupations (Table X-5). A significant number of workers (27%) were employed in sales and office related occupations. A relatively low proportion of workers (12%) were employed in service related occupations. Blue collar occupations such as machine operators, assemblers,

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farming, transportation, handlers and laborers constituted about 16% of the workforce.

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**Table X-5**  
**Employment by Occupation**

	Unincorporated		Orange County	
	Jobs	%	Jobs	%
Management, professional and related	22,712	45.5%	509,542	38.1%
Service	5,842	11.7%	177,001	13.2%
Sales and office	13,495	27.0%	383,888	28.7%
Farming, fishing and forestry	45	0.1%	4,067	0.3%
Construction, extraction, and maintenance	3,399	6.8%	97,456	7.3%
Production, transportation, and material moving	4,442	8.9%	166,884	12.5%
Total employment	49,935	100%	1,338,838	100%

Source: 2000 Census, DP-3

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According to the 2000 Census, about 82% of employed unincorporated residents worked in Orange County, while approximately 18% of all workers were employed outside the county (Table X-6).

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**Table X-6**  
**Job Location for Residents**

	Unincorporated		Orange County	
	Persons	%	Persons	%
Work in Orange County	40,544	82.7%	1,090,703	83.0%
Work in another California county	8,189	16.7%	217,100	16.5%
Work outside California	274	0.6%	6,184	0.5%
Total workers age 16+	49,007	100%	1,313,987	100%

Source: 2000 Census, SF3 Tables P26 & P27

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Future housing needs are affected by the number and type of new jobs created during this planning period. Table X-7 shows projected job growth by occupation for the Santa Ana-Anaheim-Irvine MSA (Orange County) along with median hourly wages for the period 2004-2014. Total employment in Orange County is expected to grow by 18% between 2004 and 2014. The overall growth is expected to add 287,400 new jobs and bring the employment of Orange County to almost 1,887,000 by 2014.

Generally, residents who are employed in well-paying occupations have less difficulty obtaining adequate housing than residents in low paying occupations. Table X-7 illustrates the growth trend in low-wage service jobs such as health care support, food preparation and serving, cleaning and maintenance, sales, and office/administrative support.

**Table X-7**  
**Projected Job Growth by Occupation – 2004-2014**  
**Santa Ana-Anaheim-Irvine Metropolitan Statistical Area**

Occupational Title	Annual Average Employment		Employment Change		Median Hourly Wage*
	2004	2014	Numerical	%	
Total, all occupations	1,599,600	1,887,000	287,400	18.0	\$15.80
Management occupations	107,850	128,710	20,860	19.3	\$44.44
Business and financial operations occupations	82,810	101,470	18,660	22.5	\$27.87
Computer and mathematical occupations	43,440	57,270	13,830	31.8	\$32.40
Architecture and engineering occupations	36,300	43,750	7,450	20.5	\$33.26
Life, physical, and social science occupations	12,900	15,500	2,600	20.2	\$28.98
Community and social services occupations	14,250	17,000	2,750	19.3	\$21.55
Legal occupations	12,810	15,440	2,630	20.5	\$41.93
Education, training, and library occupations	74,440	96,080	21,640	29.1	\$24.02
Arts, design, entertainment, sports, and media occupations	31,720	37,720	6,000	18.9	\$20.29
Healthcare practitioners and technical occupations	54,540	67,000	12,460	22.8	\$30.93
Healthcare support occupations	31,040	39,970	8,930	28.8	\$11.76
Protective service occupations	25,500	30,330	4,830	18.9	\$13.48
Food preparation and serving related occupations	119,650	148,940	29,290	24.5	\$8.32
Building and grounds cleaning and maintenance occupations	60,870	74,520	13,650	22.4	\$9.13
Personal care and service occupations	38,590	47,830	9,240	23.9	\$9.40
Sales and related occupations	187,440	219,640	32,200	17.2	\$13.20
Office and administrative support occupations	290,520	318,250	27,730	9.5	\$15.03
Farming, fishing, and forestry occupations	6,830	7,080	250	3.7	\$8.71
Construction and extraction occupations	98,530	119,050	20,520	20.8	\$19.55
Installation, maintenance, and repair occupations	52,360	61,790	9,430	18.0	\$18.27
Production occupations	124,410	132,340	7,930	6.4	\$11.02
Transportation and material moving occupations	92,860	107,310	14,450	15.6	\$10.25

Source: California Employment Development Dept., March 2005 Benchmark

\*2006 wages

[http://www.calmis.ca.gov/file/occproj/irive\\$occproj.xls](http://www.calmis.ca.gov/file/occproj/irive$occproj.xls)

## Household Characteristics

Before current housing problems can be understood and future needs anticipated, housing occupancy characteristics need to be identified. The following is an analysis of household size and income characteristics. By definition a “household” consists of all the people occupying a dwelling unit, whether or not they are related. A single person living in an apartment is a household, just as a couple with two children living in the same dwelling unit is considered a household. By definition a “family” is two or more persons living together who are related by blood or marriage.

***Household Composition and Size***

Nearly 80% of households in the unincorporated area consisted of families, and about one-third had school-age children. About 15% of unincorporated households were a single person living alone, compared to over 20% countywide (Table X-8). The average household size for unincorporated areas was slightly smaller than for the entire county.

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**Table X-8**  
**Household Composition**

Type	Unincorporated		Orange County	
	Households	%	Households	%
Total households	33,858	100.0%	935,287	100.0%
Families	26,772	79.1%	667,917	71.4%
-w/children under 18	11,396	33.7%	271,782	29.1%
Non-family households	7,086	20.9%	267,370	28.6%
-Single living alone	5,202	15.4%	197,650	21.1%
Average household size	2.88		3.00	

Sources: 2000 Census, SF1 Tables P18 & H12

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In many respects there are notable differences between renter and owner households. According to the 2000 Census, nearly a quarter of unincorporated renter households consisted of one person living alone, a significantly higher proportion than for owners (13%). However, at the other end of the spectrum, large households of 6 or more were also much more prevalent among renters (14%) than owners (6%). Table X-9 describes household size distribution by tenure.

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**Table X-9**  
**Household Size by Tenure –**  
**Unincorporated Orange County**

Household Size	Owners		Renters	
	Households	%	Households	%
1 person	3,434	13%	1,656	24%
2 persons	9,397	35%	1,614	23%
3 persons	4,729	18%	1,175	17%
4 persons	5,264	20%	1,025	15%
5 persons	2,420	9%	609	9%
6 persons	941	3%	320	5%
7+ persons	776	3%	619	9%
Total households	26,961	100%	7,018	100%

Source: 2000 Census, SF3 Table H17

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### ***Household Income***

Household income is a primary factor affecting housing needs in a community. According to the 2000 Census, the median household income in Orange County was \$58,820, approximately 19% higher than the statewide median income of \$47,493 (Table X-10). The table also shows the income differences between different areas of the county. The El Toro and Trabuco county census divisions (CCDs) had the highest incomes while the Anaheim-Santa Ana-Garden Grove area was lowest.

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**Table X-10**  
**Median Household Income**

Jurisdiction	Median Household Income	% of County Median Income
California	\$47,493	81%
<b>Orange County</b>	<b>\$58,820</b>	<b>100%</b>
Anaheim-Santa Ana-Garden Grove CCD	\$51,658	88%
Central Coast CCD	\$62,343	106%
El Toro CCD	\$77,634	132%
North Coast CCD	\$60,135	102%
South Coast CCD	\$66,021	112%
Trabuco CCD	\$80,182	136%

Source: 2000 Census, SF3 Table P53

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The State of California uses five income categories for the purpose of determining housing affordability and need in communities. This method is consistent with definitions of low- and moderate-income households used in various Federal and State housing programs, e.g., Section 8 and State Density Bonus Law. These categories are as follows:

- **Extremely Low Income** – 30% or less of AMI (area median income)
- **Very Low Income** - 50% or less of AMI;
- **Low Income** - 51% to 80% of AMI;
- **Moderate Income** - 81% to 120% of AMI; and
- **Above Moderate Income** - more than 120% of AMI.

The Department of Housing and Urban Development (HUD) annually develops median household income estimates for the purpose of determining program eligibility. According to HUD, the 2007 median household income for Orange County, which includes all cities and unincorporated areas, was \$78,700.



## **Housing Inventory and Market Conditions**

This section summarizes the housing inventory in the unincorporated county and prevailing market conditions.

### ***Housing Stock Profile***

Table X-11 summarizes the distribution of housing by type in the unincorporated portions of Orange County as of 2007. Throughout the overall unincorporated areas of Orange County, SFD units characterize the most abundant household type (78%); larger multi-family projects of five or more units represent 10% of the stock; and single-family attached units, such as condominiums, represent 6% of the total households.

Looking at the change from 2000 to 2007, Table X-11 shows that the housing stock of the unincorporated area has decreased by 36% due to annexations.

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**Table X-11  
Housing by Type**

Structure Type	2000		2007		Growth	
	Units	%	Units	%	Units	%
<b>Unincorporated area</b>						
Single-family detached	38,725	63%	30,346	78%	-8,379	-22%
Single-family attached	9,438	15%	2,179	6%	-7,259	-77%
Multi-family 2-4 units	2,530	4%	2,244	6%	-286	-11%
Multi-family 5+ units	9,925	16%	3,766	10%	-6,159	-62%
Mobile homes	543	1%	307	1%	-236	-43%
Total units	61,161	100%	38,842	100%	-22,319	-36%
<b>Orange County</b>						
Single-family detached	489,657	51%	518,327	51%	28,670	52%
Single-family attached	124,702	13%	127,849	12%	3,147	6%
Multi-family 2-4 units	88,804	9%	90,977	9%	2,173	4%
Multi-family 5+ units	233,871	24%	255,442	25%	21,571	39%
Mobile homes	32,450	3%	32,097	3%	-353	-1%
Total units	969,484	100%	1,024,692	100%	55,208	100%

Source: Cal. Dept. of Finance, Table E-5, 2007

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### ***Tenure***

Table X-12 shows tenure (owner vs. renter) for the unincorporated areas compared to Orange County as a whole. According to the 2000 Census, 83% of housing units in the unincorporated area were owner-occupied, compared to 61% countywide.

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**Table X-12**  
**Household Tenure**

Tenure	Unincorporated		Orange County	
	Units	%	Units	%
Owner occupied	43,138	83%	574,456	61%
Renter occupied	8,689	17%	360,831	39%
Total occupied units	51,827	100%	935,287	100%

Source: 2000 Census, QT-H1 and H7

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### ***Vacancy Rates***

The vacancy rate is an indicator of the general availability of housing. It also reflects how well available units meet the current housing market demand. A low vacancy rate suggests that households may have difficulty finding housing within their price range; a high vacancy rate may indicate either an imbalance between household characteristics and the type of available units, an oversupply of housing, or special situations such as in areas where there are vacation homes.

The availability of vacant housing units provides households with choices on different unit types to accommodate changing needs (e.g., single persons, newly married couples and elderly households typically need smaller units than households with school age children). A low vacancy rate may contribute to higher market rents and prices, and may limit the choices of households in finding adequate housing. It may also be related to overcrowding, as discussed later.

Table X-13 provides 2000 Census occupancy and tenure characteristics for the unincorporated areas compared to Orange County as a whole. The data indicated a 3% rental vacancy rate in both the unincorporated area and the County as a whole. The owner-occupied vacancy rate was just under 1% in both areas. These figures indicate a strong real estate market with relatively low vacancy. More recent 2007 estimates by the state Department of Finance show an overall vacancy rate of about 3.5% in both the unincorporated area and the county as a whole.

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**Table X-13**  
**Housing Vacancy**

	Unincorporated		Orange County	
	Units	%	Units	%
Total housing units	35,931	100.0%	969,484	100.0%
Occupied units	33,858	94.2%	935,287	96.5%
-Owner occupied	26,795	74.6%	574,456	59.3%
-Renter occupied	7,063	19.7%	360,831	37.2%
Vacant units	2,073	5.8%	34,197	3.5%
-For rent*	183	2.5%	10,973	3.0%
-For sale**	203	0.8%	5,165	0.9%
-Rented or sold, not occupied	143	0.4%	3,112	0.3%
-For seasonal or occasional use	397	1.1%	8,336	0.9%
-For migrant workers	0	0.0%	79	0.0%
-Other vacant	1,147	3.2%	6,532	0.7%

Source: 2000 Census, Table QT-H1

Notes:

\*Est. % of all rental units

\*\*Est. % of all for-sale units

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### ***Age and Condition of Housing Stock***

Age is one measure of housing stock conditions and a factor for determining the need for rehabilitation. Without proper maintenance, housing units deteriorate over time. Thus, units that are older are more likely to be in need of major repairs (e.g., a new roof or plumbing). As a general principle, houses 30 years or older are considered aged and are more likely to require moderate to major repairs. In addition, older houses may not be built to current standards for fire and earthquake safety. According to the 2000 Census, about 70% of owner-occupied units and 76% of rental units in the unincorporated area were built before 1980 and are approximately 30 years old or greater (Table X-14).

**Table X-14  
Age of Housing Stock by Tenure**

Year Built	Unincorporated		Orange County	
	Units	%	Units	%
Owner occupied	26,961	100%	574,193	100%
1990 or later	6,181	23%	86,721	15%
1980-89	1,791	7%	92,315	16%
1970-79	3,279	12%	147,996	26%
1960-69	6,547	24%	135,020	24%
1950-59	7,625	28%	84,614	15%
1940-49	812	3%	14,748	3%
1939 or earlier	726	3%	12,779	2%
Renter occupied	7,018	100%	361,094	100%
1990 or later	878	13%	42,557	12%
1980-89	751	11%	70,971	20%
1970-79	1,756	25%	110,694	31%
1960-69	1,658	24%	76,736	21%
1950-59	1,257	18%	36,830	10%
1940-49	292	4%	12,383	3%
1939 or earlier	426	6%	10,923	3%

Source: 2000 Census H36

As reported in the 2000 Census, 2% of unincorporated area housing units lacked complete kitchen facilities and 1.5% lacked complete plumbing facilities (Table X-15). There may also be units that require rehabilitation or replacement despite possessing complete kitchen and plumbing facilities.

**Table X-15  
Kitchen and Plumbing Facilities by Tenure**

	Unincorporated		Orange County	
	Units	%	Units	%
Owner occupied	26,961	100.0%	574,193	100.0%
Complete kitchen facilities	26,917	99.8%	572,829	99.8%
Lacking complete kitchen facilities	44	0.2%	1,364	0.2%
Renter occupied	7,018	100.0%	361,094	100.0%
Complete kitchen facilities	6,875	98.0%	354,061	98.1%
Lacking complete kitchen facilities	143	2.0%	7,033	1.9%
Owner occupied	26,961	100.0%	574,193	100.0%
Complete plumbing facilities	26,859	99.6%	572,477	99.7%
Lacking complete plumbing facilities	102	0.4%	1,716	0.3%
Renter occupied	7,018	100.0%	361,094	100.0%
Complete plumbing facilities	6,916	98.5%	357,750	99.1%
Lacking complete plumbing facilities	102	1.5%	3,344	0.9%

Source: 2000 Census H48, H51

To more accurately determine the condition of the housing stock, the County conducted a survey of unincorporated area residents within specific target areas.

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The survey was mailed to owners of record of single and multi-family units and does not reflect the needs of renters. The homeowners surveyed appear to be, in general, long-term residents of the County and of low to moderate-income level. Table X-16 summarizes the results of the survey.

**Table X-16**  
**Housing Rehabilitation Need –**  
**County of Orange Target Areas**

Unincorporated Target Area	Number of Survey Respondents	Number of Survey Respondents In Need of Housing Rehabilitation	% of Households In Need of Housing Rehabilitation
Anaheim Island	72	21	29.17%
Back Bay	203	16	7.88%
Colonia	12	3	25%
Cypress	89	20	22.47%
El Modena	70	18	25.71%
Northeast El Modena	59	10	16.95%
Inner Canyons	210	36	17.14%
Mac Island	23	7	30.43%
Midway City	128	35	27.34%
Olive Island	16	5	31.25%
Rustic Island	10	6	60%
Sherwood Forest	122	32	26.23%
Southwest Anaheim	28	12	42.86%
West Anaheim	219	50	22.83%

Source: Housing and Community Development Department Consolidated Plan 2000-2004

This survey indicated that about one-fifth of the structures in target areas were in need of rehabilitation. In the entire unincorporated area between 5% and 10% of all units require some form of structural repair, which is an estimated 2,000 to 4,000 units. Of these, it is estimated that 10% or 200 to 400 units, may be in such disrepair that they require replacement.

### *Housing Units Demolished or Converted in the Coastal Zone*

State law requires that coastal jurisdictions monitor and report the number of low- and moderate-income (“L/M”) housing units within the Coastal Zone that are constructed or lost due to demolition or conversion to non-residential uses since 1982.

The amount of unincorporated territory within the Coastal Zone has decreased considerably since 1982 due to the incorporation of Dana Point and Laguna Niguel as well as annexations to the Cities of Laguna Beach and Newport Beach. The only major unincorporated areas with residential development in the Coastal

Zone are Emerald Bay and Sunset Beach. Bolsa Chica, Laguna Coast Wilderness Park, Aliso-Wood Canyon Regional Park and Banning Ranch are the other major unincorporated coastal properties but are currently undeveloped.

Table X-17 shows the number of L/M housing units constructed, demolished, converted and replaced within the Coastal Zone since 1982. A total of 1,278 L/M units were constructed between 1982 and 1988. No L/M units were constructed after 1988.

- A total of 33 units were demolished or converted between 1982 and 1988 but the income category of these units was not recorded.
- Between 1989 and 2000, 15 units were demolished and replaced including several in Emerald Bay which were demolished as a result of fire damage during the devastating fires that occurred in October 1993. The income category for these 15 units was not recorded. No L/M units were converted from residential to non-residential use during this time.
- From 2001 through 2007, 32 units were demolished including 9 units which were determined to be L/M households.

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**Table X-17**  
**Low and Moderate Income Units Constructed, Converted,**  
**Demolished, and Replaced in the Coastal Zone –**  
**1982-2007**

	Units Constructed	Units Demolished	Units Converted	Units Replaced
1982-1988	1,278 <sup>b</sup>	29 <sup>a</sup>	4 <sup>a</sup>	n.a.
1989-2000	0	15 <sup>a</sup>	0	15 <sup>a</sup>
2001-2007	29 <sup>b</sup>	32 <sup>a</sup>	0	n.a.
Total	1,307 <sup>a</sup>	76 <sup>a</sup>	4 <sup>a</sup>	15 <sup>a</sup>

Notes:

a. Numbers reflect total units, not just Low/Moderate units. Income category not available.

b. Numbers reflect only Low/Moderate units.

Source: Orange County OC Public Works

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## Housing Cost

### *Housing Affordability Criteria*

State law establishes five income categories for purposes of housing programs based on the area (i.e., county) median income (“AMI”): extremely-low (30% or less of AMI), very-low (31-50% of AMI), low (51-80% of AMI), moderate (81-120% of AMI) and above moderate (over 120% of AMI). Housing affordability is based on the relationship between household income and housing expenses.

## CHAPTER X – HOUSING ELEMENT

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According to HUD and the California Department of Housing and Community Development<sup>1</sup>, housing is considered “affordable” if the monthly payment is no more than 30% of a household’s gross income. In some areas (such as Orange County), these income limits may be increased to adjust for high housing costs.

Table X-18 shows affordable rent levels and estimated affordable purchase prices for housing in Orange County<sup>2</sup> by income category. Based on state-adopted standards, the maximum affordable monthly rental housing costs for extremely-low-income households is \$650, while the maximum affordable housing costs for very-low-income households is \$1,083. The maximum affordable housing costs for low-income households is \$1,733, while the maximum for moderate-income households is \$2,360.

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**Table X-18**  
**Income Categories and Affordable Housing Costs –**  
**Orange County**

2007 County Median Income = \$78,700	Income Limits	Affordable Rent	Affordable Price (est.)
Extremely Low (<30%)	\$26,000	\$650	\$90,000
Very Low (31-50%)	\$43,300	\$1,083	\$150,000
Low (51-80%)	\$69,300	\$1,733	\$240,000
Moderate (81-120%)	\$94,400	\$2,360	\$325,000
Above moderate (120%+)	\$95,400+	\$2,360+	\$325,000+

Assumptions:

-Based on a family of 4

-30% of gross income for rent or PITI

-10% down payment, 6.25% interest, 1.25% taxes & insurance, \$200 HOA dues

Source: Cal. HCD; Conexus

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Maximum purchase prices are more difficult to determine due to variations in mortgage interest rates and qualifying procedures, down payments, special tax assessments, homeowner association fees, property insurance rates, etc. With this caveat, the maximum home purchase prices by income category shown in Table X-18 have been estimated based on typical conditions.

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<sup>1</sup> HCD memo of 4/18/07 (<http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k7.pdf>)

<sup>2</sup> Affordable rent and purchase prices are based on county median income.

*For-Sale Housing*

Existing housing resale price statistics for calendar year 2007 are shown in Table X-19.

**Table X-19**  
**Orange County Home Price Distribution – 2007**

Price	New (All)	Resale	
		Condo	SFD
Under \$150,000	44	57	59
\$150,000-174,999	2	33	7
\$175,000-199,999	8	49	8
\$200,000-224,999	19	71	11
\$225,000-249,999	18	99	12
\$250,000-274,999	66	153	30
\$275,000-299,999	64	242	29
\$300,000-324,999	60	254	38
\$325,000-349,999	77	331	56
\$350,000-374,999	121	425	114
\$375,000-399,999	180	445	163
\$400,000-424,999	207	492	269
\$425,000-449,999	136	432	319
\$450,000-474,999	182	414	376
\$475,000-499,999	172	323	398
\$500,000+	2,486	2,308	12,629
Median	\$596,500	\$447,000	\$687,500

Notes:

Data for Jan 2007 through Dec 2007

Source: DataQuick Information Systems

The table shows that the median price for resale single-family detached homes was \$687,500 while for resale condos, the median price was \$447,000. New home sales statistics are only available for all types of units combined. The median new home price during 2007 was just under \$600,000. Based on the estimated affordable purchase prices shown in Table X-18, only a small percentage of for-sale units were affordable to lower- or moderate-income households. These data illustrate the fact that public subsidies are generally required to reduce sales prices to a level that is affordable to low- and moderate-income buyers. At a median condo price of \$447,000, there is a “gap” of over \$120,000 between the market price and the maximum price a moderate-income household can afford to pay for a home. For low-income households, this gap is over \$200,000.



## CHAPTER X – HOUSING ELEMENT

### *Rental Housing*

Table X-20 shows 2007 market data for rental apartments in several areas of Orange County based on recent surveys of large complexes. The table shows that the average rent countywide for all surveyed units was \$1,551 per month.

**Table X-20**  
**Rental Market Comparison –**  
**Selected Orange County Cities**

	Laguna Niguel	San Clemente	Lake Forest	Mission Viejo	Rancho Santa Margarita	Laguna Beach	Aliso Viejo	Orange County
<b>Average Rent</b>								
All	\$1,551	\$1,578	\$1,540	\$1,473	\$1,515	\$1,670	\$1,695	\$1,551
Studio		\$1,266		\$1,137				\$1,145
1bd 1bth	\$1,375	\$1,473	\$1,367	\$1,274	\$1,353	\$1,501	\$1,481	\$1,353
2bd 1bth	\$1,512		\$1,471	\$1,618	\$1,666			\$1,470
2bd 2bth	\$1,608	\$1,642	\$1,652	\$1,639	\$1,649	\$1,858	\$1,789	\$1,782
3bd 2bth	\$1,946	\$2,027	\$1,925	\$2,215	\$2,152		\$2,108	\$2,124
<b>Average sf</b>								
All	910	845	875	860	862	935	991	877
Studio		493		512				510
1bd 1bth	703	695	720	727	728	800	778	734
2bd 1bth	875		985	945	972			914
2bd 2bth	993	964	1001	1009	1002	1131	1072	1030
3bd 2bth	1246	1246	1200	1308	1261		1400	1222
<b>Average cost/sf</b>								
All	\$1.70	\$1.87	\$1.76	\$1.71	\$1.76	\$1.79	\$1.71	\$1.77
Studio		\$2.57		\$2.22				\$2.25
1bd 1bth	\$1.96	\$2.12	\$1.90	\$1.75	\$1.86	\$1.88	\$1.90	\$1.84
2bd 1bth	\$1.73		\$1.49	\$1.71	\$1.71			\$1.61
2bd 2bth	\$1.62	\$1.70	\$1.65	\$1.62	\$1.65	\$1.64	\$1.67	\$1.73
3bd 2bth	\$1.56	\$1.81	\$1.64	\$1.69	\$1.71		\$1.51	\$1.74
<b>Average Occupancy</b>	96.40%	93.90%	94.50%	95.10%	93.20%	92.00%	93.40%	94.90%
<b>Average Year Built</b>	1987	1990	1980	1988	1994	1987	1994	1978

Source: RealFacts, 9/07

When market rents are compared to the amounts low-income households can afford to pay (Table X-18), it is clear that very-low- and extremely-low-income households have a difficult time finding housing without overpaying. The gap between market rent for an average 2-bedroom 1-bath apartment and affordable rent at the very-low-income level is about \$387 per month, while the gap at the extremely-low-income level is \$820 per month. However, at the low-income and moderate-income levels, households have a much better chance of finding

affordable rentals. The affordable payment for a 4-person low-income household falls between \$1,083 and \$1,733.

### **Housing Needs**

The following analysis of current housing conditions in unincorporated Orange County presents housing needs and concerns relative to various segments of the population. This analysis relies in part on the County's 2005-2010 Consolidated Plan, which addresses the needs of the lower-income segment of the community and strategies to address those needs.

Several factors will influence the need for new housing in Orange County in coming years. The three major needs categories considered in this element include:

- Existing housing needs resulting from the overcrowding, overpayment or substandard housing conditions;
- Housing needs of “special needs groups” such as the elderly, large families, homeless, and disabled; and
- Housing needs resulting from population growth.

Demographic and market conditions analysis indicates that the number of households at the extreme ends of the income spectrum will continue to grow (“polarization of income” phenomenon), while the traditional middle income segments’ participation in the housing market will decline both in size and activity.

In terms of specific housing needs, home ownership and first-time homebuyer programs are important for moderate- to above moderate-income population in achieving home ownership. Lower-income groups will need the most assistance in meeting the increasingly higher cost burdens associated with owning a home, but for the most part these groups will be unable to purchase homes in the County. The needs of lower income groups, therefore, are usually met by the rental market.

In sum, since Orange County has a fairly large population of affluent homeowners, greater attention needs to be placed on the affordability gap in the resale of smaller and more moderately priced homes to lower-income and first-time homebuyers. Attention will need to be placed in creating more opportunities for larger families in the rental market as well.

## **Existing Needs**

### ***Overcrowding***

Overcrowding is often closely related to household income and the cost of housing. The U.S. Census Bureau considers a household to be overcrowded when there is more than one person per room, excluding bathrooms and kitchens, with severe overcrowding when there are more than 1.5 occupants per room. Table X-21 summarizes overcrowding for the unincorporated area as compared to the entire county in 2000.

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**Table X-21  
Overcrowding**

	Unincorporated		Orange County	
	Households	%	Households	%
Owner-Occupied	26,961	100.0%	574,193	100.0%
Overcrowded	646	2.4%	21,467	3.7%
Severely overcrowded	540	2.0%	23,271	4.1%
Renter-Occupied	7,018	100.0%	361,094	100.0%
Overcrowded	643	9.2%	32,178	8.9%
Severely overcrowded	1,025	14.6%	70,342	19.5%

Source: 2000 Census, Table H20

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As of 2000, overcrowding was much more prevalent among renters than for owner-occupied units. Approximately 24% of unincorporated renter households were overcrowded compared to only 4% of owner-occupants.

### ***Overpayment***

According to State housing policy, overpaying occurs when housing costs exceed 30% of gross household income. Table X-22 displays estimates for overpayment in 1999 by lower-income households. According to SCAG, 38% of all lower-income renter households and 46% of all lower-income owner households in the unincorporated area were overpaying for housing. While low-income owners appeared to suffer the greatest cost burden, more than one-third of all categories of lower-income households, both renters and owners, were found to be overpaying for housing.

Although homeowners enjoy income and property tax deductions and other benefits that help to compensate for high housing costs, lower-income homeowners may need to defer maintenance or repairs due to limited funds, which can lead to deterioration. For lower-income renters, severe cost burden can require families to double up resulting in overcrowding and related problems.

**Table X-22**  
**Overpayment by Income Category –**  
**Orange County Unincorporated Area**

Income Category	Renters		Owners	
	Households	Percent	Households	Percent
Extremely low households	1,110		545	
Households overpaying	465	41.9%	265	48.6%
Very low households	780		605	
Households overpaying	310	39.7%	335	55.4%
Low households	1,155		1,455	
Households overpaying	385	33.3%	600	41.2%
All lower-income households	3,045		2,605	
Households overpaying	1,160	38.1%	1,200	46.1%

Source: SCAG 2006 based on 2000 Census

## Special Needs Groups

State Housing Law requires that the special needs of certain disadvantaged groups be addressed. These households typically experience difficulty in securing decent, affordable housing, and are not well guarded under market conditions. Many of these groups also fall under the category of extremely-low-income households. The needs of the elderly, handicapped, large families, female heads of household, the homeless and farm workers are addressed below:

### *Extremely Low Income Households*

Many of the persons and households discussed in this section under the topic of special needs fall within the extremely-low-income category, which is defined as 30% or less of area median income, or up to \$26,000 per year for a 4-person household in Orange County (2007). As discussed in Table X-22, the 2000 Census reported that 41.9% of renters and 48.6% owners in this income range were overpaying for housing.

The Housing Action Plan Strategy 4a addresses the needs of extremely-low-income households. However, it must be recognized that the development of new housing for the lowest income groups typically requires large public subsidies, and the level of need is greater than can be met due to funding limitations, especially during these times of declining public revenues.

### *Elderly Persons*

The large demographic group known as “Baby Boomers” born between 1946 and 1964 have played a dominant role in society throughout their lives. The oldest of the Boomers turned 60 in 2006. The growing wave of elderly retirees will have a huge impact on government, health care and the housing market. The Orange County Grand Jury directed attention to this issue in its 2008 report “*No County for Old Boomers*<sup>3</sup>” which calls upon local governments in Orange County to adopt policies and programs addressing the needs of the elderly.

The special housing needs of seniors are an important concern in Orange County. This is especially so since many retired persons are likely to be on fixed low incomes and at greater risk of impaction, or housing overpayment. In addition, the elderly maintain special needs related to housing construction and location. Seniors often require ramps, handrails, lower cupboards and counters to allow greater access and mobility. In terms of location, because of limited mobility the elderly also typically need access to public facilities (e.g., medical and shopping) and public transit facilities.

Mature citizens also may need special security devices for their homes to allow greater self-protection. In many instances, the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may require assistance with home repairs and manual house/yard work. In general, every effort should be made to maintain the dignity, self-respect, and quality of life of mature residents in the County.

Finding reliable transportation to medical appointments, senior centers, meal sites and shopping remains a serious problem for seniors. Many seniors lack private transportation due to physical or financial limitations.

In 2000, there were 6,162 owner households and 606 renter households in unincorporated Orange County where the householder was 65 or older (Table X-23). Of these, 1,235 elderly persons were living alone. Many elderly persons are dependent on fixed incomes and/or have a disability. Elderly homeowners may be physically unable to maintain their homes or cope with living alone. The housing needs of this group can be addressed through smaller units, second units on lots with existing homes, shared living arrangements, congregate housing and housing assistance programs.

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<sup>3</sup> <http://www.ocgrandjury.org/pdfs/agingorangecounty/agingorangecounty.pdf>

**Table X-23**  
**Elderly Households by Tenure**  
**Orange County Unincorporated Area**

Householder Age	Owners		Renters	
	Households	%	Households	%
Under 65 years	20,799	77.1%	6,412	91.4%
65 to 74 years	3,511	13.0%	288	4.1%
75 to 84 years	2,155	8.0%	247	3.5%
85 and over	496	1.8%	71	1.0%
65+ living alone	1,160	4.3%	75	1.1%
Total households	26,961	100%	7,018	100%

Source: 2000 Census, SF1 Table H17, SF3 Table H14

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### ***Large Families***

Household size is an indicator of the need for large units. Large households are defined as those with five or more members. Among both owners and renters, nearly half of all unincorporated area households have only one or two members. About 23% of renter households and about 15% of owner households had five or more members (Table X-24). This data, together with overcrowding statistics, indicates that although a large proportion of households are small, there is a significant need for large rental units with four or more bedrooms.

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**Table X-24**  
**Household Size by Tenure –**  
**Unincorporated Orange County**

Household Size	Owners		Renters	
	Households	%	Households	%
1 person	3,434	13%	1,656	24%
2 persons	9,397	35%	1,614	23%
3 persons	4,729	18%	1,175	17%
4 persons	5,264	20%	1,025	15%
5 persons	2,420	9%	609	9%
6 persons	941	3%	320	5%
7+ persons	776	3%	619	9%
Total households	26,961	100%	7,018	100%

Source: 2000 Census, SF3 Table H17

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***Female-headed Households***

Of the 33,979 households in the unincorporated area, 8% were headed by a female (Table X-25). While female-headed households represent a small portion of households, they often have difficulty balancing work and family responsibilities leading to housing problems.

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**Table X-25**  
**Household Type by Tenure –**  
**Unincorporated Orange County**

Household Type	Owners		Renters	
	Households	%	Households	%
Married couple family	19,710	73%	3,253	46%
Male householder, no wife present	867	3%	391	6%
Female householder, no husband present	1,959	7%	912	13%
Non-family households	4,425	16%	2,462	35%
Total households	26,961	100%	7,018	100%

Source: 2000 Census, SF3 Table H19

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***Disabled Persons***

Access and affordability are the two major housing needs of disabled persons. Access is especially important for the physically disabled. Physically disabled persons often required specially designed dwellings to permit access within the unit, as well as to and from the site. California *Administrative Code* Title 24 sets forth access and adaptability requirements for the physically handicapped (disabled). These regulations apply to public buildings such as motels, employee housing, factory built housing, and privately funded, newly constructed apartment houses containing five or more dwelling units. The regulations also require that rampways, larger door widths, restroom modifications, etc. be designed to enable free access by the handicapped. Such standards, however, are not mandatory for new single-family residential construction.

**Table X-26**  
**Persons with Disabilities by Age –**  
**Orange County Unincorporated Area**

Disability by Age	Persons	%
Age 5 to 15 - total persons	18,640	
Sensory disability	80	0.4%
Physical disability	137	0.7%
Mental disability	643	3.4%
Self-care disability	81	0.4%
Age 16 to 64	68,212	
Sensory disability	818	1.2%
Physical disability	2,317	3.4%
Mental disability	1,412	2.1%
Self-care disability	530	0.8%
Go-outside-the-home disability	2,954	4.3%
Employment disability	5,928	8.7%
Age 65 and over	11,425	
Sensory disability	1,252	11.0%
Physical disability	2,606	22.8%
Mental disability	996	8.7%
Self-care disability	886	7.8%
Go-outside-the-home disability	1,694	14.8%

Source: 2000 Census, SF3 Tables P8 and P41

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The disabled, like the elderly, have special needs with regard to location. There is typically a desire to be located near public facilities, and especially near public transportation facilities that provide service to those who rely on them.

Table X-26 shows that 2,317 persons age 16-64 reported a physical disability, and 5,928 reported a disability that interfered with their ability to work. In addition, nearly 3,000 persons reported a disability that affected their ability to go outside the home. Members of this group are frequently on fixed incomes, or rely on public assistance.

### ***Homeless***

Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include: the general lack of housing affordable to low and moderate income persons; increases in the number of persons whose incomes fall below the poverty level; reductions in public subsidy to the poor; and the de-institutionalization of the mentally ill.



## CHAPTER X – HOUSING ELEMENT

### PROFILES OF THE HOMELESS POPULATION IN ORANGE COUNTY

The County of Orange/OC Community Resources undertakes a bi-annual “Point-in-Time” count of the County’s homeless population as part of its application for homeless assistance grant funds to Housing and Urban Development (HUD). The most recent Point-in-Time survey, conducted in January 2007, estimated that there were approximately 35,000 incidents of homelessness annually in Orange County, and about 3,649 homeless persons at any given time (Table X-27)<sup>4</sup>. The 2007 survey did not provide an estimate of the homeless population by jurisdiction or for the unincorporated area alone.

**Table X-27**  
**Homeless Population in Orange County**

Homeless Population	Sheltered		Unsheltered	Total
	Emergency	Transitional		
1 Number of households with dependent children	171	268	74	513
1a Total number of persons in these households(adults and children)	474	808	255	1,537
2 Number of households without dependent children <sup>a</sup>	821	248	591	1,660
2a Total number of persons in these households	936	360	816	2,112
Total (lines 1a + 2a)	1,410	1,168	1,071	3,649
Homeless <sup>5</sup>	Sheltered <sup>b</sup>		6,908 (A)	Total
1 Chronically homeless	36 <sup>c</sup>		221	257
2. Severely mentally ill	199		170	369
4. Veterans	184		142	326
4. Veterans	419		255	674
5. Persons with HIV/AIDS	93		53	146
7. Youth/emancipated youth	619		238	857
7. Unaccompanied youth (under 18)	43		0	43

Source: County of Orange, Point-in-Time Survey, January 25, 2007, Table 15

Notes: a. Includes single individuals, unaccompanied youth, and other adults (such as a married couple without children);  
b. Optional for unsheltered homeless subpopulations; c. For “sheltered” chronically homeless subpopulations, list persons in emergency shelter only.

Senate Bill 2 (SB2) of 2007 requires that jurisdictions quantify the need for emergency shelter and determine whether existing facilities are adequate to serve the need. An emergency shelter is defined as “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by

<sup>4</sup> Data is from 2007 Point-in-Time Count and Survey of the Homeless, conducted by The Social Science Research Center at California State University Fullerton. The 35,065 figure is the sum of 10,520 “single adult” homeless and 24,545 “persons in homeless families with children.”

<sup>5</sup> Chronically Homeless “Sheltered” figure includes 51 “Sheltered” individuals included in Part 2, Row 2 (“Severely Mentally Ill”).

a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.” If adequate existing facilities are not available, the law requires jurisdictions to identify areas where new facilities are permitted “by-right” (i.e., without requiring discretionary approval such as a use permit). A jurisdiction could also satisfy its shelter needs through multi-jurisdictional agreements with up to two adjacent communities to develop at least one year round shelter within two years of the beginning of the planning period.

By the very nature of homelessness, it is difficult to determine the location of homeless persons. The 2007 Point-in-Time survey did not enumerate homeless persons by jurisdiction, except for those residing in shelters. The County has estimated the number of homeless persons in the unincorporated area through a proportional method based on the number of unincorporated residents compared to the total county population. As of 2007, the unincorporated area represented approximately 3.8% of the county’s population (Table X-1, page X-5). Using this ratio and the estimated 3,649 homeless persons in the county, the unincorporated share of the homeless would be 139 persons. Although this method probably overstates the number of homeless persons in the unincorporated area since the homeless are more likely to congregate in cities where most social services are located, a better methodology has not been developed at this time. Therefore this estimate of 139 persons is used for purposes of SB2 analysis. Prior to the next Point-in-Time survey in 2009, staff will evaluate potential methodologies for estimating the number of homeless by jurisdiction. Regardless of what methodology is used for estimating the location of the homeless, this is a regional issue and the County will continue to address it from a regional perspective.

### **INVENTORY OF HOMELESS FACILITIES**

The facility and service needs of homeless families and individuals generally include emergency shelter, transitional housing, supportive services such as job training and counseling, and mental and general health services.

Emergency shelters often provide accommodation for a few days up to three months. Transitional housing provides shelter for an extended period of time (as long as 18 months) and generally includes integration with other social services and counseling programs that assist people in attaining a permanent income and housing. Permanent supportive housing is rental housing for low-income or homeless people with severe mental illness, substance abuse, or HIV/AIDS with accompanying services that also further self-sufficiency.

## **CHAPTER X – HOUSING ELEMENT**

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A network of nonprofit organizations operates 39 emergency shelter facilities, 52 transitional housing facilities, and 13 permanent supportive housing facilities within the County. Specifically, the County, individual jurisdictions, and numerous agencies oversee a total of 1,395 beds in emergency shelters (Table X-28), 1,861 beds in transitional housing shelters (Table X-29) and 1,491 beds in permanent supportive housing settings (Table X-30). Currently, 601 beds are under development, including the “Tustin Family Campus,” a multi-treatment facility with service components designed to address the unmet needs for specialized residential treatment and services for children/youth and families and emancipated young adults. The new state-of-the-art facility will have approximately 110 transitional beds that are being developed by the County at the former Tustin Marine Corps Base.

Unlike cities, the County plays a regional role in providing services to homeless persons and families. County-run facilities, such as the Orangewood Children’s Home that provides emergency shelter for minors, is located outside of the County’s jurisdictional boundary but serves children from throughout the County, including the unincorporated area. In addition, the County’s OC Community Services coordinates the grant application process through which local homeless service providers receive over \$10 million in federal funding annually. The County has also established the Office on Aging and Homeless Prevention and the position of Homeless Prevention Coordinator.

The County funds two emergency winter shelters which are located in State National Guard armories in the northern part of the county. These shelters provide 340 emergency shelter beds each night during the winter months. Along with beds, these shelters provide shower facilities and meals to homeless individuals and families. There is one year-round facility located in the unincorporated community of Midway City – Shelter for the Homeless. This facility is managed by American Family Housing and has a total of 181 beds that can accommodate 12 persons in emergency shelter and 169 persons in transitional housing.

Through the County’s support of emergency shelters located throughout Orange County, the provision of two emergency winter shelters and the location of at least one year-round shelter in the unincorporated area, the County can demonstrate that the obligations under SB2 have been satisfied.

## CHAPTER X – HOUSING ELEMENT

**Table X-28  
Emergency Shelter Resources**

Provider	Target Population (A/B)**	Family Beds	Individual Beds	Total Beds
<b>Emergency Shelters in Current Inventory</b>				
Casa del Cerro	SMF		12	12
Casa Elena	SF		6	6
Casa Youth Shelter	YMF		12	12
Chapman House	SMF		44	44
City of Laguna Beach Cold Weather Program	SMF			40*
Colette's Children's Home	FC	8		8
Community Services Programs Inc.- Youth Shelter	YMF		6	6
Cooper Fellowship	SMF		71	71
Cornerstone	SMF		30	30
Eli Home	FC	22		22
Family Assistance Ministries – Gilchrist House	FC	5	5	10
First Southern Baptist Church	SMF		52	52
First Step House	SF		21	21
Friendship Shelter	SMF		19	19
Home On The Green	FC/DV	12		12
Human Options – First Steps	FC/DV	25	15	40
Huntington Youth Shelter	YMF		12	12
Interfaith Interim Housing	SMF		10	10
Interval House	FC/DV		71	71
Laurel House	YMF		6	6
Laura's House	FC/DV	20	10	30
Mainstream	SMF		8	8
Mental Health Assoc.	SMF		6	6
New Direction	M	12	30	42
OC Rescue Mission – Mission for Men	SM		40	40
Orange Coast Interfaith Shelter	M	60	5	65
Precious Life Shelter	FC		6	6
Residential Treatment – Jackson House	SM		20	20
Residential Care	M		34	34
Roque Center – Stanton Detox	SMF		104	104
Saint Vincent De Paul – Winter Armory	SMF			300*
Salvation Army – Hospitality House	M	3	54	57
Shelter For The Homeless	M		10	10
Teen Challenge	SM		20	20
Toby's House	FC	4	5	9
Unidos	SM		40	40
Women's Transitional Living Center	FC/DV	43	9	52
Woodglen Recovery	SMF		36	36
<i>Subtotal</i>		<i>214</i>	<i>829</i>	<i>1,383</i>
<b>Emergency Shelter Under Development</b>				
Fullerton Interfaith Shelter	FC	12		12
<i>Subtotal</i>		<i>12</i>	<i>0</i>	<i>12</i>
<b>Total Emergency Shelter Capacity</b>		<b>226</b>	<b>829</b>	<b>1,395</b>

Source: County of Orange, Continuum of Care Application, 2004

## CHAPTER X – HOUSING ELEMENT

**Table X-29  
Transitional Housing Resources**

Provider	Target Population (A/B)**	Family Beds	Individual Beds	Total Beds
<b>Transitional Housing in Current Inventory</b>				
Anaheim Interfaith Shelter – Halcyon	M	50		50
Bethany	SF		17	17
Casa Teresa – Hannah's House	FC	48		48
Colette's Children's Home	FC	30		30
Crittenton Services For Children & Families	YMF	4		4
Eli Home	FC	12		12
Families Forward	M	66		66
FISH – Homes with Hope	FC	66		66
Friendship Shelter	SMF		24	24
Fullerton Interfaith – New Vista	FC	30		30
Gerry House	SMF		12	12
Gerry House West	SMF/HIV-AIDS		6	6
H.I.S. House	M	29	11	40
H.O.M.E.S.	SMF		22	22
Heritage Cottage	FC	16		16
Heritage House North	FC	21		21
Heritage House South	FC	33		33
Heritage House Village	FC	45		45
Hope House Inc.	SMF		56	56
Hope's House	FC	10		10
House of Hope	FC	45		45
Human Options – Second Step	FC/DV	50		50
Interfaith Shelter Network	SMF		12	12
Interval House	FC/DV	60		60
Kathy's House	FC/DV	6	7	13
Main Place Christian Fellowship	SM		12	12
Mainstream	SMF		36	36
Mary's Shelter	SF		18	18
Mercy House Trans. Living Ctrs – Emmanuel House	SMF/HIV-AIDS		21	21
Mercy House Trans. Living Centers – Joseph's House	SM		21	21
Mercy House Trans. Living Centers – Regina's House	FC	20		20
Orange Coast Interfaith Shelter	M	69		69
Orange County Rescue Mission – Mission for Men	SM		26	26
Orange County Rescue Mission – Hope Family Housing	FC	26		26
Orangewood Children's Foundation	YMF		36	36
Phoenix House	YMF		85	85
Phoenix House Academy	YMF		45	45
Precious Life Shelter	FC		29	29
Saddleback Community Outreach	FC	68		68
Safely On Shore	FC/DV	7		7
Salvation Army – Buffalo House	SMF		6	6
Salvation Army – Men Adult Rehab	SM		147	147
Salvation Army – Women Adult Rehab	SF		28	28
Shelter For The Homeless	M	77	17	94
Start House	SMF/HIV-AIDS		6	6
The Sheepfold	FC	73		73
The Villa	SF		27	27

## CHAPTER X – HOUSING ELEMENT

Provider	Target Population (A/B)**	Family Beds	Individual Beds	Total Beds
Thomas House	FC	67		67
Touchstone	YMF		23	23
WISE Place	SF		30	30
Women's Transitional Living Center	FC/DV	46		46
YWCA – Beyond Shelter	SF/DV		7	7
<b>Subtotal</b>		<b>1,074</b>	<b>787</b>	<b>1,861</b>
<b>Transitional Housing Under Development</b>				
Colette's Children's Home	FC	24		24
Mary's Shelter – Emancipation House	FC	24		24
Mercy House – San Miguel Residence	M/HIV-AIDS		16	16
Orange Coast Interfaith Shelter	FC	16		16
Orange County Rescue Mission – Village of Hope	FC	194		194
Orange County Rescue Mission – Hope Family Housing	FC	86		86
Saddleback Community Outreach	FC	53		53
Serving People In Need – Substance Abuse Recovery			67	67
So Cal Alcohol & Drug Programs Inc. – Heritage House Villages & Cottages	FC	20		20
Thomas House	FC	22		22
Women's Transitional Living Center – WTLC Center	FC/DV	14		14
<b>Subtotal</b>		<b>453</b>	<b>83</b>	<b>536</b>
<b>Total Transitional Housing Capacity</b>		<b>1,527</b>	<b>870</b>	<b>2,397</b>

\*\*Target Population A Codes:

SM=Single Males (18 yrs & older); SF=Single Females (18 yrs & older); SMF= Single Males and Females (18 yrs+ w/no children); FC= Families with Children  
 YM= only unaccompanied Young Males (<18 years); YF= unaccompanied Young Females (<18 years); YMF= unaccompanied Young Females & Females (<18 years); M= mixed populations

\*\*Target Population B Codes:

DV=Domestic Violence victims only  
 VET=Veterans only  
 AIDS=Only persons with HIV/AIDS

Source: County of Orange, Continuum of Care Application, 2004

## CHAPTER X – HOUSING ELEMENT

**Table X-30**  
**Permanent Supportive Housing Resources**

Provider	Target Population (A/B)**	Family Beds	Individual Beds	Total Beds
<b>Permanent Supportive Housing in Current Inventory</b>				
Annie's House	SMF/HIV-AIDS		10	10
H.O.M.E.S. – Jackson Aisle	SMF		30	30
Mercy Housing California – Casa Alegre	SMF/HIV-AIDS		23	23
H.O.M.E.S.	SMF		6	6
Hagan Place	SMF/HIV-AIDS		24	24
Harbor View Apart.	SMF		24	24
John Henry Foundation	SMF		68	68
Mariposa Villa	SMF		40	40
Mary Erickson Community Housing	FC	12		12
Orange County Community Housing Corp	FC	585		585
Shelter For The Homeless	M	184		184
Costa Mesa Village SRO	SMF		96	96
Fullerton City Lights SRO	SMF		137	137
Irvine Inn SRO	SMF		192	192
Park Place Village SRO	SMF		60	60
<b>Total Permanent Supportive Housing Capacity</b>		<b>781</b>	<b>710</b>	<b>1,491</b>
<b>**Target Population A Codes:</b> SM=Single Males (18 yrs & older) SF=Single Females (18 yrs & older) SMF= Single Males and Females (18 yrs+ w/no children) FC= Families with Children YM= only unaccompanied Young Males (<18 years) YF= unaccompanied Young Females (<18 years) YMF= unaccompanied Young Females & Females (<18 years) M= mixed populations		<b>**Target Population B Codes:</b> DV=Domestic Violence victims only VET=Veterans only AIDS=Only persons with HIV/AIDS		

Source: County of Orange, Continuum of Care Application, 2004

### ***Farm Workers***

Farm workers are traditionally defined as persons whose primary income is from seasonal agricultural work. Historically Orange County's economy was linked to agriculture. While there are still active farming areas on the Irvine Ranch, and some other cities, shifts in the local economy to production and service-oriented sectors have significantly curtailed agricultural production within the county. Today, Orange County is a mostly developed urban/suburban region, with a strong local economy. Although the county is increasingly capturing major employers in Southern California, this growth is not tied to an agricultural base.

The 2000 Census reported about 4,000 persons employed in agricultural occupations in Orange County. About 1% of the county's farm workers live in unincorporated areas (Table X-31).

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**Table X-31**  
**Agricultural Employment –**  
**Unincorporated vs. Orange County**

	Unincorporated	% of County Total	Orange County
Workers	45	1.1%	4,067

Source: 2000 Census, SF3 Table P50

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While there are still significant agricultural production on the Irvine Ranch and Rancho Mission Viejo, farmland has steadily decreased in recent decades. Since the 2000 Census, some agricultural areas in Orange County have been developed, therefore it is likely that the number of active farm workers in the county is somewhat lower than reported in the 2000 Census.

## **Growth Needs**

### ***Overview of the Regional Housing Needs Assessment***

The Regional Housing Needs Assessment (RHNA) is a key tool for local governments to plan for anticipated growth. The RHNA quantifies the anticipated need for housing within each jurisdiction for the 8½-year period from January 2006 to July 2014. Communities then determine how they will address this need through the process of updating the Housing Elements of their General Plans.

The current RHNA was adopted by the Southern California Association of Governments (SCAG) in July 2007. The future need for housing is determined primarily by the forecasted growth in households in a community. Each new household, created by a child moving out of a parent's home, by a family moving to a community for employment, and so forth, creates the need for a housing unit. The housing need for new households is then adjusted to maintain a desirable level of vacancy to promote housing choice and mobility. An adjustment is also made to account for units expected to be lost due to demolition, natural disaster, or conversion to non-housing uses. The sum of these factors – household growth, vacancy need, and replacement need – determines the construction need for a community. Total housing need is then distributed among four income categories on the basis of the county's income distribution, with adjustments to avoid an over-concentration of lower-income households in any community.



**2006-2014 Growth Needs**

In July 2007 SCAG, adopted the final RHNA growth needs for each of the county's cities plus the unincorporated area. The total housing growth need for unincorporated Orange County during the 2006-2014 planning period is 7,978 units. This total is distributed by income category as shown in Table X-32. Of the 1,777 very-low-income unit growth need, half (889 units) are estimated to be needed for extremely-low-income households during the planning period, as provided by state law<sup>6</sup>.

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**Table X-32**  
**Regional Housing Growth Needs –**  
**Unincorporated Orange County**

Very Low	Low	Moderate	Above Mod	Total
1,777*	1,445	1,597	3,159	7,978
22.3%	18.1%	20.0%	39.6%	100.0%

\*Half (889) of these VL units are assumed to be in the extremely-low category  
Source: SCAG 2007

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All new units built or preserved after January 1, 2006 may be credited against the RHNA period. A discussion of the County's net remaining growth need is provided in the land inventory section of Chapter III.

**Preservation of Assisted Units at Risk of Conversion**

State Housing Element Law requires the analysis of government-assisted housing units that are eligible to convert from low-income housing to market rate housing during the next 10 years due to expiring subsidies, mortgage prepayments, or expiration of affordability restrictions, and identification of programs aimed at their preservation. The following must be included in each housing element as part of its preservation analysis:

- An inventory of assisted housing units at-risk of converting to market rate within ten years.
- An analysis of the costs of preserving and/or replacing these units.
- Resources that could be used to preserve the at-risk units.
- Program efforts for preservation of at-risk units.

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<sup>6</sup> *Government Code* §65583.a.1

- Quantified objectives for the number of at-risk units to be preserved during the housing element planning period.

Use restrictions, as defined by State law, means any federal, state or local statute, regulation, ordinance or contract which as a condition of receipt of any housing assistance, including a rental subsidy, mortgage subsidy, or mortgage insurance, to an assisted housing development, establishes maximum limitations on tenant income as a condition of eligibility for occupancy.

The following section analyzes the potential conversion of assisted housing units to market rate housing.

### **Inventory of At-Risk Units**

The time frame for the analysis of assisted units is the ten-year period from July 1, 2008 to June 30, 2018. An inventory of at-risk units was compiled based on a review of the Inventory of Federally Subsidized Low-Income Rental Units At-Risk of Conversion (California Housing Partnership Corporation), and information from the County of Orange Housing and Community Resources Department. As shown in Table X-33, two projects with 18 total units are at risk of losing their use restrictions within the ten-year period.

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**Table X-33**  
**Summary of At Risk Units**

Project	Program	Potential Conversion Date	Bedrooms		Total Units	At-Risk Units		
			1	2		VL	L	Total
H.O.M.E.S. Inc.	Operating Reserves CDBG	Month to Month 2018	6		6	6		6
El Modena House*			12		12	12		12
El Modena Sr. Apts.			18		18	18		18
Total								

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There are no other projects in the unincorporated area with use restrictions that may expire during the 10-year planning period which were assisted under federal programs, or through redevelopment, in-lieu fees, or a density bonus per Government Code Section 65916.

### **Cost of Preservation versus Replacement**

Two projects with a total of 18 units are at at-risk of conversion to market rate during the 2008 to 2018 period. The cost of preserving units is estimated to be less in most cases than to replace the units through new construction or

rehabilitation. Cost estimates provided in this analysis are intended to indicate an order of magnitude. Actual costs involved in each option will depend on the rental and real estate market at the time the affordability controls on these projects expire.

Preservation of the units as affordable may require financial incentives to the project owners to extend low-income use restrictions. Other scenarios for preservation would involve purchase of the affordable units by a non-profit or public agency, or local subsidies to offset the difference between affordable and market rents.

Scenarios for preservation depend on the type of project at-risk. Three options available for the preservation of bond-financed at-risk units in Orange County include refinancing, transfer of ownership, and rental subsidies.

### ***Refinancing***

One option for preserving the affordability of Multifamily Revenue Bond-financed units at risk of converting to market rate is refunding, or refinancing. Initially, a developer must apply to the County to utilize Multifamily Revenue Bond financing. The County must then apply to the California Debt Limit Allocation Committee (CDLAC) for individual allocations for all new financing through private activity bonds, including housing revenue bonds. This process has become increasingly competitive in recent years, such that only a portion of the projects that apply to CDLAC for bond allocations receive awards each year.

### ***Transfer of Ownership***

Another option for preserving the affordability of units at risk of conversion is the transfer of ownership of the development to a nonprofit corporation with legal and managerial capacity to acquire and manage the housing developments with expiring affordability restrictions.

### ***Local Rental Subsidy***

An option for preservation of at-risk units is the provision of local rental subsidy to residents. This option could be used to retain the affordable status of the units, by providing assistance to residents when their affordable units convert to market rate. Rent subsidies using state, local (Redevelopment Set-Aside Funds, HOME funds, OCHA Operating Reserves) can be used to maintain the affordability of at-risk units.

The estimated cost of providing subsidies for all 18 at-risk units with potential to convert to market-rate during the planning period, shown in Table X-34 below, assumes that none of the at-risk units is preserved. The cost of providing subsidies is based on a comparison between market rents and rents that are affordable to very-low-income households. Affordability is defined as rents that do not exceed 30% of a household's monthly income.

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**Table X-34**  
**Estimated Monthly Subsidy to Very Low Income Residents**

Market Rent*	Affordable Rent	No. of Units	Difference	Total
\$1,353	\$1,083	18	\$270	\$4,860

Based on average 2007 market rents for one-bedroom apartment units in Orange County from RealFacts.

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Based on the 2007 HUD median income for Orange County of \$78,700, affordable rents for very low income households would be approximately \$1,083. The per unit rental subsidy required is estimated in 2007 dollars by subtracting the affordable rent from current average market rents for one-bedroom units in Orange County. The cost of providing a rental subsidy to the 18 very low income households is estimated to be \$4,860 per month or \$58,320 per year in current dollars. Actual subsidies would vary depending upon the household sizes occupying the assisted units and future market and affordable rent levels.

### ***Replacement Cost***

Maintenance of the at-risk housing units as affordable will depend largely on market conditions and the attractiveness of financial incentives that the County can provide to investors, if warranted. A typical replacement cost of \$394,000 per unit was used for this analysis based on recent HCD estimates for new multifamily rental housing construction in Orange County. This results in an estimated cost of approximately \$7.1 million to replace the 18 at-risk units through new construction.

### ***Public Financing Sources***

A variety of federal, state and local programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amount and uses of funds, a variety of funding sources may be required. The following summarizes

financial resources available to the County for preservation of assisted, multi-family rental housing units.

### **FEDERAL PROGRAMS**

- **CDBG:** This program is intended to enhance and preserve the County's affordable housing stock. CDBG funds are awarded to the County on a formula basis for housing and community development activities. Eligible activities include: acquisition, public facilities and improvements, rehabilitation, economic development, and public services. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County median family income.
- **HOME Investment Partnership:** HOME funding is a flexible grant program that is awarded to the County on a formula basis for housing activities that takes into account local market conditions, inadequate housing, poverty and housing production costs. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction and/or rehabilitation of affordable housing. Also possible is tenant-based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.
- **Section 8 Rental Assistance Program:** This program provides rental assistance payments to owners of private market rate units on behalf of very low income tenants.
- **Section 811/202 Program:** Nonprofit organizations and consumer cooperatives are eligible to receive no-interest capital advances from HUD for the construction of very low income rental housing for senior citizens and disabled persons. Project-based assistance is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.
- **HUD Low Income Housing Preservation and Resident Homeownership Act (LIHPRHA):** LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing. The legislation addresses the prepayment of units assisted under Section 221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing

incentives to property owners to either retain their units as low-income, or to sell the project to priority purchasers (tenants, nonprofits, or governmental agencies).

- **Low Income Housing Tax Credit (LIHTC):** The federal Low Income Housing Tax Credit program, administered in California by the California Tax Credit Allocation Committee (CTCAC), provides federal income tax credits to individuals and corporations that invest in low income rental housing. Tax credits are sold to corporations and people with high tax liability and proceeds are used to create housing. Eligible activities include new construction, rehabilitation and acquisition. TCAC also administers State tax credits that accompany federal tax credits up to the State limit.

### STATE PROGRAMS

- **California Housing Finance Agency (CHFA) Multifamily Rental Housing Programs:** This state program provides below market rate financing to builders and developers of multifamily and elderly rental housing. Tax-exempt bonds provide below-market mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20 to 150 units.
- **California Department of Housing and Community Development (HCD):** HCD offers a range of programs including the Multifamily Housing Program, which provides subsidies that may be used for the acquisition, rehabilitation or new construction of affordable rental housing. Funds may be used for upfront capital subsidies and/or ongoing rent subsidy payments.
- **California Community Reinvestment Corporation (CCRC):** This private, nonprofit mortgage banking consortium provides long-term debt financing for affordable multifamily rental housing. Eligible activities include new construction, rehabilitation and acquisition.

### LOCAL PROGRAMS

- **Redevelopment Agency Funding:** Twenty percent of Redevelopment Agency tax increment revenues are set aside for affordable housing activities governed by state law. Eligible activities include acquisition, rehabilitation, and new construction.

### **PROGRAM EFFORTS TO PRESERVE AT-RISK UNITS**

The following housing programs have been developed to address the preservation of assisted very low income units eligible to convert to market rate (see Strategy 2b in Chapter 5, Housing Action Plan).

- **Monitoring At-Risk Units:** The County will maintain contact with owners of at-risk units as the use restriction expiration dates approach. The County will communicate to the owners the importance of the units to the supply of affordable housing in Orange County as well as its desire to preserve the units as affordable. CAO/Public Finance will survey owners of at-risk projects to examine the feasibility of refunding (refinancing) these projects with Multifamily Revenue Bonds to extend the affordability restrictions.
- **Financial Assistance:** If efforts to refinance the developments fail, the County will determine if it can preserve the at-risk units through one of the following options:
  1. provide rental subsidies using HOME or other available funding;
  2. work with nonprofit entities to evaluate the potential for acquisition;
  3. provide RDA set-aside funds to preserve affordability of the units.

### 3. CONSTRAINTS

#### Governmental Constraints

##### *Land Use Plans and Regulations*

##### GENERAL PLAN

Each city and county in California must prepare a comprehensive, long-term General Plan to guide its future. The land use element of the General Plan establishes the basic land uses and density of development within the various areas of the County. Under state law, the General Plan elements must be internally consistent and the County's zoning must be consistent with the General Plan. Thus, the land use plan must provide suitable locations and densities to implement the policies of the Housing Element.

The Orange County General Plan Land Use Element provides for four residential land use designations, as shown in Table X-35.

**Table X-35  
Residential Land Use Categories –  
Orange County General Plan**

Designation	Maximum Density <sup>1</sup>	Description
Rural Residential (1A)	.025 – 0.5 du/ac	Limited residential use compatible with the natural character of the terrain.
Suburban (1B)	0.5 – 18 du/ac	Wide range of housing types, from estates on large lots to attached dwelling units (town homes, condominiums, and clustered arrangements)
Urban Residential (1C)	18.0 and above du/ac	Applied to areas where intensive residential development is compatible with surrounding urban development. Characterized by intensive residential uses such as apartments, condominiums, town homes and clustered residential units.
Urban Activity Center (6)	18+ <sup>2</sup>	Identifies locations intended for high-intensity mixed-use development. Intended to facilitate a more efficient use of transportation systems, conserve energy resources, and develop residential densities that enhance the ability to provide affordable housing.

Source: Orange County General Plan.

<sup>1</sup>Density expressed in dwelling units per net acre.

<sup>2</sup>Special development regulations apply to ensure that the ultimate development pattern is consistent with the intent of the category.

The Land Use Element of the Orange County General Plan designates approximately 40,000 gross acres (20.8%) of the unincorporated County's total



## CHAPTER X – HOUSING ELEMENT

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land inventory (excluding Cleveland National Forest) for residential uses, providing for a range of residential types and densities throughout the unincorporated County.

The maximum gross residential density in the Suburban Residential (1B) land use category is 18 dwelling units per acre, excluding any allowable density bonus. Gross density typically includes street rights-of-way, utility easements, local parks and other community infrastructure. Net densities, including allowable density bonus, are based on net parcel size and therefore may be significantly higher. Maximum densities within the Urban Residential (1C) and Urban Activity Center (6) land use categories are regulated by the applicable zoning, as well as by infrastructure and environmental constraints. The County's approach to accommodating affordable housing has not solely been dependent on achieving high densities, but also on maintenance of a higher than average number of multi-family units as a proportion of total units, and upon successful leverage of state and federal subsidies for affordable housing.

Pursuant to AB 2348 of 2004, the "default density" for most Orange County jurisdictions, including the unincorporated County, is 30 dwelling units per acre<sup>7</sup>. The default density refers to the density at which lower-income housing development is presumed to be feasible, although state law allows jurisdictions to propose alternative densities that are sufficient to facilitate affordable housing based on local experience and circumstances. Based on the OC Community Services Department's recent experience with affordable apartment developments (see Table X-36), projects at densities ranging from 12 to 70+ dwelling units per acre have been built in recent years with an average of 35 units per acre. A significant portion of these projects have been successfully developed at densities of 20 to 25 units/acre.

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<sup>7</sup> Memo of June 9, 2005 from California Department of Housing and Community Development on AB 2348 of 2004.

## CHAPTER X – HOUSING ELEMENT

**Table X-36**  
**Summary of Affordable Projects: 2001-07**  
**Orange County**

Project/Location	Year Built or Acquired	Total Units	General Plan	Zoning	Allowable Density (du/ac)	Project Density (du/ac)	Affordability/ Assistance Level
Casa de Esperanza/Stanton	2003	10	Unknown	Unknown	Unknown	14.50	30% AMI
Solara Court Apartments/Anaheim	2003	132	Unknown	Unknown	Unknown	35.68	50% and 60% AMI
Jackson Aisle Apartments/Midway City	2003	30	Suburban Residential	R-3	43.5 du/ac	127	30% AMI
Heritage Place/Tustin	2003	54	Unknown	Multifamily Residential	Unknown	29.67 units/acre	50% AMI
Linbrook Court Apartments/Anaheim	2003	81	Unknown	Unknown	Unknown	47.93	50 and 60% AMI
Vintage Shores/San Clemente	2003	122	Unknown	Unknown	Unknown	27.12	50% AMI
Mendocino at Talega Phase I/San Clemente	2003	124	Unknown	Unknown	Unknown	18.60	50 and 60% AMI
Mendocino at Talega Phase II/San Clemente	2003	62	Unknown	Unknown	Unknown		50 and 60% AMI
Laurel Glen Apartments/Mission Viejo	2003	220	Unknown	Unknown	Unknown	42.89	50% AMI
Sterling Court/Anaheim	2003	34	Unknown	CL - Commercial Limited	Unknown	43.4 units/acre	50% AMI
Escalones Nuevos/San Clemente	2002	6	Residential Med. Density	Residential Med. Density	Unknown	21.8 units/acre	50% AMI
Alice Court/Laguna Beach	2004	27	CBD Office	CBD Office	Unknown	54 units/acre	30 and 50% AMI
Coventry Heights/Westminster	2003	76	Unknown	R-5 - Multiple Dwelling	Unknown	64.4 units/acre	30 and 50% AMI
Laguna Canyon/Irvine	2006	120	Unknown	Med. Density Residential	Unknown	20.98	30 and 50%
Ability First Apartments/Irvine	2008	24	Med. Density Residential	2.3D – Med. Density Resid.	Unknown	12 units/acre	30% AMI
Jasmine at Founders Village/Fountain Valley	2004	156	Unknown	Med. Density Multi-Family	35 units/acre	31.2 units/acre	30,50, and 60% AMI
Casa Alegre/Anaheim	2003	23	RM-1200	RM-1200	Unknown	46 units/acre	30% AMI
Dorado Senior Apartments/Buena Park	2007	150	Unknown	Commercial	Unknown	62 units/acre	30,50 and 60% AMI
Thomas House/Garden Grove	2003	16	Unknown	R-3 Zoning	Unknown	31 units/acre	30% AMI
Westminster Intergenerational/Westminster	2005	86	Unknown	Unknown	Unknown	28.01	30,50 and 60% AMI
Windrow Apartments/Irvine	2006	96	Medium High Density Residential	2.4C - Medium-High Density Residential	Unknown	20.96	30 & 50% AMI
Montecito Vista Apartments/Irvine	2006	162	Unknown	Research and Industrial	Unknown	22.98	30,50 and 60% AMI
Cornerstone (formerly Summercrest) Apartment Homes/Anaheim	Construction to begin in 2008	49	Suburban Residential	CN – Commercial Neighborhood and Housing Opportunities Overlay Zone	25	33.8	30,50 and 60% AMI
Palm Crest Apartments/Midway City	2008	131	Suburban Residential	C1 – Local Business	25	56.2	30,50, 60 and 80% AMI

\*Projects funded by the County through the NOFA process.

Source: Orange County Housing & Community Services Dept, 1/2008

## **CHAPTER X – HOUSING ELEMENT**

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The Orange County General Plan is not considered to be a constraint to the goals and policies of the Housing Element as the County's zoning is consistent with the General Plan and adequate sites with appropriate densities have been identified to permit the construction of the County's fair share of new housing units for the 2006-2014 planning period (see Section IV, Resources and Opportunities). Under the Housing Opportunities Overlay Regulations (Zoning Code §7-9-148.6) adopted in 2006, affordable housing developments are permitted by right at a density of 25 units per acre, excluding density bonus. Seven projects (see Table B-1) have been approved since the new regulations were adopted. Those projects, with densities between 21 and 56.2 units per acre, include affordable units at the 30%, 50% and 60% AMI level and demonstrate that lower-income housing is feasible under current regulations (see further discussion in Appendix B, Land Inventory).

### **ZONING ORDINANCE**

Zoning regulations serve as a key General Plan implementation tool. The County's Zoning Code accommodates a diversity of residential housing types. It allows for innovation in design standards within parameters designated on Table III-3 provided the overall density and dwelling unit capacity is not exceeded. The Orange County Zoning Code provides for 14 residential zones, as listed below:

- **A1** "General Agricultural" District
- **AR** "Agricultural Residential" District
- **E1** "Estates" District
- **RHE** "Residential Hillside Estates" District
- **E4** "Small Estates" District
- **RE** "Residential Estates District
- **R1** "Single-Family Residence" District
- **RS** "Residential, Single-Family District"
- **R2D** "Two-Family Residence" District
- **R2** "Multifamily Dwelling" District
- **R3** "Apartment" District
- **R4** "Suburban Multifamily Residential" District
- **RP** "Residential-Professional"
- **PC** "Planned Community" District

Of the 14 residential use zones (including A1 General Agricultural), multi-family projects of four units or less are permitted "by right" in the R2, R3 and R4 zones, as well as in Planned Community Districts. In addition, duplexes are allowed by right in the R2D district. Single-family dwellings are allowed in all residential

zones in the County. Allowable densities in these zones range from 0.4 units/acre in the A1 zone up to 65 units/acre in the R2 and R3 zones. The height limit is 35 feet in all zones except R3, which allows up to 65 feet. Please see Table X-37 for a summary of the applicable development standards in these zones.

Notwithstanding the number of zoning districts identified, however, the overwhelming majority of development approved within the unincorporated County was accomplished under the PC “Planned Community” District.

**Planned Community District:** One particularly effective component of the County’s zoning regulations is the Planned Community (PC) designation. In general, each planned community is subject to the standard provisions of the Zoning Code. The purpose of this district is to provide the authority, regulations and procedures whereby large land areas can be planned, zoned, developed and administered as individual, integrated communities. It is intended that each planned community will be developed to take maximum advantage of its location, environment and physical features. Several of these planned communities are also the subject of development agreements, which identify the levels of development allowed and important public facilities that will accompany development.

Rancho Mission Viejo South Planned Community: The most recently approved Planned Community is the Rancho Mission Viejo South Ranch (“Ranch Plan”), approved by the Board of Supervisors on November 8, 2004. The Ranch Plan is located in southeastern Orange County east of San Juan Capistrano and north of San Clemente. The Ranch Plan includes the development of 5,873 acres of the 22,815-acre Planned Community with a maximum of 14,000 dwelling units, 6,000 of which are forecasted to be age restricted, and about 5 million sq. ft. of employment floor area. The remainder of the Ranch Plan, 16,942 acres, will remain as protected, permanent open space. Build-out of the planned community is expected in approximately 20 years.

As is the case with nearly all planned communities approved in Orange County, the Ranch Plan is subject to a Development Agreement between the County and the landowner. The Ranch Plan Development Agreement requires that the developer offer for dedication a minimum of 60 acres of graded land to the County for the County’s development of low-income rental housing. In July 2006 the County and property owner entered into an Affordable Housing Implementation Agreement (AHIA) that delineates the process for transferring the property to the County for development.

Development assumptions for The Ranch Plan are discussed in greater detail in Appendix B – Land Inventory.

**Residential Professional District:** Another particularly effective component of the County’s zoning regulations is mixed-use development, which is permitted in the RP district. In contrast to single-use zones, mixed-use combines residential with retail, office, commercial and/or entertainment developments. Mixed-use not only allows residents to live, work, and shop within walking distance, it strengthens the economy with an employee and retail base for local businesses. Mixed-use is especially beneficial for communities lacking vacant residential sites, creating the opportunity for new housing through infill development and decreasing housing costs through shared amenities and parking.

The County’s RP “Residential-Professional” district provides for the development and maintenance of moderate-intensity residential and office uses to produce an integrated mixed-use neighborhood of superior quality. The zone is principally designed to mix single family or mobile home dwelling units with professional and administrative offices.

A summary of the development standards for the 14 major zoning districts permitting residential development is provided in Table X-37. These development standards are reasonably necessary to protect the public health, safety and welfare and maintain the quality of life, and are not considered to be constraints to the development of housing.

Since the last Housing Element update in 2001, the County has adopted the following significant zone change:

## CHAPTER X – HOUSING ELEMENT

**Table X-37  
Summary of Residential Zoning Regulations –  
County of Orange**

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
AR "Agricultural Residential"	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family detached dwelling or mobile home per section 7-9-149.5 (one building site)</li> </ul>		4 acres/ 0.25 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
E1 "Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		1 acre/ 1.0 du/ac	35 ft.	45	20	50	20	50 <sup>4</sup>	10
RHE "Residential Hillside Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		10,000 sq.ft./ 4.3 du/ac	35 ft.	10	8	25	8	25 <sup>4</sup>	10
E4 "Small Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		10,000 sq.ft./ 4.3 du/ac	35 ft.	30	note <sup>1</sup>	25	note <sup>1</sup>	25 <sup>4</sup>	10
RE "Residential Estates District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		20,000 sq.ft./ 2.2 du/ac	35 ft.	40	note <sup>1</sup>	25	note <sup>1</sup>	25 <sup>4</sup>	15
R1 "Single-Family Residence" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		7,200 sq.ft./ 6.1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10

## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
RS "Residential, Single-Family District"	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>		7,000 sq.ft./ 6.2 du/ac	35 ft.	10	10	10	note <sup>3</sup>	0	10
R2D "Two-Family Residence" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Duplexes (one per building site)</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Residential condominium, stock cooperative, and community apartment projects per section 7-9-147 (two units maximum)</li> </ul>	3,600 sq.ft./ 12.1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
R2 "Multifamily Dwelling" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Multi-family projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-146.7</li> <li>Mobile home developments per section 7-9-149</li> <li>Residential condominium, stock cooperative, and community apartment projects per section 7-9-146.7</li> <li>Residential planned (unit) developments per site development standards of section 7-9-110</li> </ul>	1,000 sq.ft./ 43.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10

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Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
R3 "Apartment" District	<ul style="list-style-type: none"> <li>Boarding houses serving six (6) or fewer persons</li> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Fraternity or sorority houses</li> <li>Multifamily projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-146.7</li> <li>Congregate care facilities</li> <li>Mobile home developments per section 7-9-149</li> <li>Residential condominium, stock cooperative and community apartment projects per section 7-9-146.7</li> <li>Residential planned (unit) developments per site development standards of section 7-9-110</li> <li>Boarding houses serving more than 6 persons.</li> </ul>	1,000 sq.ft./ 43.5 du/ac	65 ft.	20	note <sup>2</sup>	25	note <sup>2</sup>	25 <sup>4</sup>	10
R4 "Suburban Multifamily Residential" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Multifamily projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-146.7</li> <li>Congregate care facilities</li> <li>Mobile home developments per section 7-9-149</li> <li>Residential condominium, stock cooperative and community apartment projects per section 7-9-146.7</li> <li>Residential planned (unit) developments per site development standards of section 7-9-110</li> </ul>	3,000 sq.ft./ 14.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
RP "Residential-Professional"	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes</li> <li>Single-family dwelling or mobile home per section 7-9-149.5 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Multifamily projects of four (4) or less dwelling units</li> </ul>	3,000 sq.ft./ 14.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10



## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
PC "Planned Community" District	The purpose of this district is to provide the authority, regulations and procedures whereby large land areas can be planned, zoned, developed and administered as individual integrated communities		For each proposed Planned Community, a specific PC Program Text shall be adopted by ordinance that specifies land use regulations and procedures applicable to all areas within the boundaries of the planned community.							

Notes:

<sup>1</sup>Ten (10) percent average ultimate net width of building site-Maximum twenty (20) feet.

<sup>2</sup>Five (5) feet on one (1) side only or ten (10) feet total of two (2) sides combined.

<sup>3</sup>Ten (10) feet on one side only or ten (10) feet total of two (2) sides combined.

<sup>4</sup>In computing the depth of a rear set back from any building where such setbacks open on an alley, private street, public park or public beach, one-half of the width of such alley, street, park or beach may be deemed to be a portion of the rear setback, except that under this provision, no rear setback shall be less than 50 feet.

Source: County of Orange Zoning Code 2005, OC Public Works.

**Housing Opportunities Overlay Zone:** On June 20, 2006 the Board of Supervisors adopted Technical General Plan Amendment TGPA 06-01 which incorporated the maps that depict the inventory of Eligible Sites under the Board-adopted Housing Opportunities Overlay Zone regulations. The establishment of the Overlay Zone program was included in the 2000 Housing Element's Five-Year Action Plan. The goal of the Overlay Zone is to facilitate the development of affordable housing units on non-residentially zoned land in the unincorporated area. The Board of Supervisors adopted the Housing Opportunities Overlay Zone regulations on January 10, 2006, and they became effective February 10, 2006. To provide guidelines for the development of Housing Opportunity sites, the Planning Commission approved the Housing Opportunities Manual on June 21, 2006.

The Housing Opportunities Overlay Zone allows affordable housing development by-right (i.e., without a conditional use permit) in the following districts:

- C1 – Local Business
- C2 – General Business
- CH – Commercial Highway
- CN – Commercial Neighborhood
- PA – Professional and Administrative Office
- M1 – Light Industrial

The Overlay Zone's affordability requirements include the following criteria:

- Rental project;
- 100% of the units must be affordable to low and very-low income households (70% low income and 30% very low income) for at least 55 years.

If necessary in order to make the project economically feasible, the County offers the following incentives:

- Density bonus;
- Setback reduction;
- Increased maximum lot coverage; and/or
- Increased building height.

Although not considered an incentive, the County also offers alternative (reduced) parking requirements for residential development within the Overlay Zone. All other standards of the base commercial zoning district continue to apply.

On December 9, 2008 the Board of Supervisors adopted a Zoning Code amendment extending the Overlay Zone regulations to properties zoned R2, R3, R4 and RP that are adjacent to arterial highways (the “Overlay Zone Expansion Area”. This action completed a program commitment contained in the previous Housing Element. Appendix B contains a detailed discussion of the development capacity of parcels in the Overlay Zone and the Arterial Highway Expansion Area.

### **OFF-STREET PARKING REQUIREMENTS**

Parking is a necessary aspect of any development and can constrain the development of affordable housing. For every parking space that is required, there is less land available for development. Excessive parking requirements can thus drive up the cost of development. Parking requirements in the County of Orange, however, are similar to other jurisdictions and are not considered to be so stringent as to be a constraint to affordable development. Residential parking requirements for the County are displayed in Table X-38.

The County’s Zoning Code assigns parking standards with the intent to promote efficient land use. It is intended that these regulations will result in properly designed parking facilities of sufficient capacity to minimize traffic congestion, enhance public safety, generally provide for the parking of motor vehicles at locations other than on the streets, and for safe passage of pedestrians to and from parked vehicles.

**Table X-38  
Residential Parking Requirements –  
County of Orange**

Type of Residential Development	Required Parking Spaces		Comments
Attached / Detached Single-Family Dwellings	Two (2) covered spaces for each dwelling Those with less than 17-foot setback from back of curb or sidewalk shall provide one (1) additional space within 200 feet of dwelling		N/A
Multiple Dwellings	Zero to one-bedroom dwelling units	One and one-half (1.5) for each dwelling unit	For purposes of this section, a room such as a den, study or sewing room shall be considered a bedroom.
	Two-bedroom dwelling units	Two (2) off-street spaces for each dwelling unit. One (1) of the spaces shall be covered for each unit.	
	Three or more bedroom dwelling units	Two and one-half (2.5) off-street spaces per dwelling unit, plus one-half (.5) off-street space for each bedroom in excess of three (3). Except as otherwise noted below, two (2) spaces shall be covered for each dwelling unit.	
	Five or more dwelling units, or accessory "second units"	The requirement that off-street spaces be covered is not applicable for larger multi-family projects (5+ units) or "second units." For building sites with five (5) or more dwelling units, the developer may opt to utilize a prescribed sliding scale based on unit size to create unassigned parking, in lieu of above requirements	
Guest Parking	In addition to above regulations, two-tenths (.2) guest parking spaces per dwelling units shall be provided		N/A

Source: County of Orange Zoning Code, 2005

## DENSITY BONUS

Beyond local requirements, California law allows for a 35% increase in the density of a residential development when a housing developer agrees to construct any of the following: a minimum of 20% of the total units of a housing development for lower income households or 10% of the total units for very low income households. A senior housing development is also eligible for a 20% density bonus if it includes at least 35 dwelling units, and the applicant seeks a density bonus.

The County must also provide at least one of the following:

- A reduction in site development standards or a modification of zoning code requirements or architectural design requirements that

exceed the minimum building standards approved by the California Building Standards Commission.

- Approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial, or other land uses will reduce the cost of the housing development and if the commercial, office, industrial, or other land uses are compatible with the housing project.
- Other regulatory incentives or concessions proposed by the developer or the city, county, or city and county that result in identifiable cost reductions.

The County of Orange complies with the Density Bonus provisions required by state law in residential zones when requested by the project applicant. See specifically, Section 7-9-140-Affordable Housing or Senior Citizens Incentive Use Permit-of the County Zoning Code.

### **MOBILE HOMES/MANUFACTURED HOUSING**

There is often an economy of scale in manufacturing homes in a plant rather than on site, thereby reducing cost. State law precludes local governments from prohibiting the installation of mobile or manufactured homes on permanent foundations on single-family lots. It also declares a mobile home park to be a permitted land use on any land planned and zoned for residential use, and prohibits requiring the average density in a new mobile home park to be less than that permitted by the Zoning Code.

In accordance with zoning regulations, the County has determined that like single-family homes, mobile homes and manufactured housing are principally permitted in all residential zones. The number of mobile home or manufactured dwelling units permitted, as well as minimum setback requirements, is the same as the maximum number of dwelling units and setback requirements permitted by the applicable district regulations. Off-street parking is consistent with the regulations found in Table X-38 (page 56), except as follows: Two (2) parking spaces for each mobile home dwelling unit; and one (1) parking space for each four (4) mobile home units to allow for additional guest parking.

As well, there are additional screening and landscaping requirements, and supplemental design criteria for mobile or manufactured home developments. The approving authority may grant exceptions if special circumstances are warranted, or if the requirements become excessive when applied to a specific development.

### SECOND UNITS/GUEST HOUSES

In response to state-mandated requirements and local needs, the County permits a property owner in any district, including planned community and specific plan areas, where a single-family unit exists on a parcel zoned for such purposes, to apply to establish a guesthouse or second residential unit (one building per site) by-right. The second residential unit may not exceed a maximum of 1,200 square feet in floor area or 30% of the main building, if the second unit is attached, and must comply with the development standards for the zone (Zoning Code Section 7-9-146.5). One additional uncovered off-street parking space is required. Guest houses larger than 640 square feet require approval of a site development permit or use permit and are not intended for rental.

Second units serve to augment resources for senior housing, or other low- and moderate-income segments of the population. The development standards are reasonable to ensure neighborhood compatibility, and with the proposed amendment, will not present an unreasonable constraint to development.

### CONDOMINIUM CONVERSIONS

In order to reduce the impacts of condominium conversions on residents of rental housing (including mobile home parks, duplexes and multi-family rental housing), some of which provides housing for low- and moderate-income persons, the County's Zoning Ordinance (Section 7-9-147) provides for the following to be included with any conversion application:

1. Submission of an engineering report on the general condition of all structural, electrical, plumbing, and mechanical elements of the existing development.
2. Submission of a housing program which includes:
  - The means by which the provision of housing affordable to lower and moderate income households will be achieved;
  - A housing report addressing the balance of housing in the community, including vacancy rates and other available housing of similar type and rent;
  - As applicable, the estimated costs for movement of each mobile home to an available, reasonably comparable space;

- A survey of existing tenants as to their length of occupancy, and the number of those projected to purchase one of the units; and
  - A relocation plan that identifies the steps that will be taken to ensure the successful relocation of each tenant in the event the conversion take places.
3. Tenant provisions, including:
- (a) A requirement that the property owner provide tenants a ninety (90) day preemptive right to purchase a units or right of exclusive occupancy upon more favorable terms and conditions than those on which the unit will be initially offered to the public; and
  - (b) All tenants must be provided with a minimum of one hundred eighty (180) days advance notice of the termination of their tenancy, except that one (1) year notice must be provided for units in a mobile home park.

When a condo conversion is permitted, the increase in the supply of moderately-priced for-sale units helps to compensate for the loss of rental units. The ordinance to regulate condominium conversions is reasonable to preserve rental housing opportunities, and does not present an unreasonable constraint on the production of ownership housing.

### SPECIAL NEEDS HOUSING

Persons with special needs include those in residential care facilities, persons with disabilities, the elderly, farm workers, persons needing emergency shelter or transitional living arrangements, and single room occupancy units. The County's provisions for these housing types are discussed below.

- **Residential Care Facilities** – Residential care facilities refer to any family home, group home, or rehabilitation facility that provides non-medical care to persons in need of personal services, protection, supervision, assistance, guidance, or training essential for daily living. In accordance with state law, small residential care homes that serve six or fewer persons are permitted by-right in all residential districts. The County's Zoning Code also permits "congregate care" facilities that serve six or fewer persons by right. Congregate care facilities are defined as facilities that "*provide*

*care on a monthly basis or longer and which is the primary residence of the people it serves” (Section 7-9-21). Congregate care facilities that serve 7 to 12 persons are permitted within any residential zone subject to approval of a conditional use permit.*

- **Housing for Persons with Disabilities** – The County’s Zoning Code permits group accommodation for unrelated persons by defining “family” as *“one or more persons occupying one dwelling unit. ‘Family’ includes the occupants of community care facilities serving six (6) or fewer persons which are permitted or licensed by the State.”* (Section 7-9-27). This definition does not place a constraint on group homes for disabled persons.

The County’s building codes require that new residential construction comply with the federal accessibility standards contained in the California Building Code California Building Standards Code (2007 Edition), and the International Building Code (2006 Edition). In addition, any residential units constructed directly by the County, as well as public accommodations, are subject to provision of the Americans with Disabilities Act (ADA). ADA provisions include requirements for a minimum percentage of units in new developments to be fully accessible to the physically disabled. Provisions of fully accessible units may also increase the overall project development costs. However, unlike the UBC, enforcement of ADA requirements is not at the discretion of the County, but is mandated under federal law under certain conditions.

In addition, the Code contains the following provisions regarding housing for persons with disabilities:

- Reasonable accommodation. With the exception of compliance with state and federal accessibility standards, including Title 24 and ADA requirements, Orange County has not established reasonable accommodation procedures. An action item is included under Strategy 3c of the Housing Action Plan (Chapter 5) to adopt reasonable accommodation procedures.
- Concentration limitations. County codes do not establish maximum concentration requirements for residential facilities.



- Parking standards are based on use (e.g., single or multi-family, community care facilities), not on the type of occupant. The Zoning Code establishes standards for the number of handicapped parking stalls, including location and dimensions (Section 7-9-145).

Because site development standards contained in the Zoning Code are consistent with building code accessibility requirements, the Zoning Code does not place regulatory constraints on housing for persons with disabilities.

Compliance with building codes and the ADA may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that must be complied with in order to ensure the development of safe and accessible housing.

- **Farm Worker Housing** – As discussed in Chapter 2, (*Needs Assessment*), agricultural production in the unincorporated portion of Orange County has declined significantly. Orange County is a well-developed, mixed urban suburban region with an economy that is not tied to an agricultural base, and has limited need for on-site farm worker housing. The County's overall efforts to provide and maintain affordable housing opportunities will help to support the few seasonal farm workers that may choose to reside in the County. However, agricultural quarters are permitted within the General Agricultural (A1) district, subject to approval of a Site Development Permit.
- **Housing for the Elderly** – Senior housing projects are a permitted use within any residential zoning district. The Zoning Code also provides a density bonus for the construction of senior housing projects through approval of an *Affordable Housing or Senior Citizen Housing Incentive Use Permit* (Section 7-9-140). The zoning ordinance is not considered to be a constraint to the development of senior housing because the regulations are the same as for other residential uses in the same districts.
- **Emergency Shelters and Transitional/Supportive Housing** – Emergency shelters are facilities that provide a safe alternative to the streets either in a shelter facility, or through the use of motel vouchers. Emergency shelter is short-term, usually for 30 days or

less. Transitional/supportive housing is longer-term housing, typically up to two years. Transitional housing requires that the resident participate in a structured program to work toward the established goals so that they can move on to permanent housing. Residents are often provided with an array of supportive services to assist them in meeting goals.

For many years the County has been proactive in addressing the needs of the homeless population. In 1998, the position of Homeless Coordinator was established in the County Executive Office. This staff person is responsible for advocating for the needs of the homeless within and outside County government, and helping to facilitate the development of programs and facilities to help those in need of temporary shelter. (See the *Needs Assessment* section for a complete description of homeless needs and supporting activities).

It should be recognized that most of the homeless population (as well as the services needed by these individuals) are found in the urbanized core of the county, most of which is within incorporated cities. This pattern continues as unincorporated land is annexed or incorporated into new cities. Therefore, it is appropriate that most of the facilities for this population are also located in the cities. As with other categories of housing assistance, the OC Community Services/Housing Department takes a broad perspective that includes more than just the unincorporated area, and many housing programs and affordable housing developments located in cities have been assisted by the County in recent years (see Table A-3 in Appendix A).

SB2 of 2007 strengthened the planning requirements for emergency shelters and transitional/supportive housing. The bill requires jurisdictions to evaluate their needs for shelters compared to available facilities to address the need. Jurisdictions must also designate at least one location where a year-round shelter can be accommodated. There is one emergency shelter located in the unincorporated area – American Family Housing in Midway City. This shelter can accommodate 181 persons at any given time. It is estimated that the need for emergency shelter required by persons in the unincorporated area is approximately 139 beds (see discussion in Section 2 – Community Profile and Needs). Since there are existing facilities that can accommodate more than the

unincorporated share of homeless, the emergency shelter provisions of SB2 are satisfied. However, in order to encourage and facilitate the establishment of additional facilities, Strategy 4d is included in the Housing Action Plan to amend the Zoning Code to allow shelters by-right in the commercial and industrial portions of the Housing Opportunities Overlay Zone. These areas encompass approximately 177 acres and are served by transit and other facilities, and can accommodate additional emergency shelters.

“Boarding houses” are allowed by-right (6 or fewer residents) or subject to a use permit (more than 6 residents) in the R-3 (apartment) district. In addition, the County’s Zoning Code permits the construction of **Single Room Occupancy** facilities in any district where hotels are permitted, subject to approval of a conditional use permit. These regulations facilitate the development or conversion of facilities to serve those in need of emergency shelter by expanding the geographic area where suitable facilities may be built and requiring only those conditions that are reasonably necessary to foster sound planning and neighborhood compatibility. The conditions and development standards that are applied to these facilities are no more strict than those for conventional hotel or motel developments. The County’s Continuum of Care Homeless Assistance Program has made the provision of *permanent housing projects serving the disabled and chronic homeless*” as its first priority in use of grant funds.<sup>8</sup>

One SRO-type facility has been built in the unincorporated area in recent years – Jackson Aisle in Midway City. This project was facilitated through a density bonus and the modification of development standards including a reduction in the minimum land area per unit (from 1,000 to 342square feet), reduction in setbacks, and reduced off-street parking. All of the units in this project are affordable at the extremely-low-income level.

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<sup>8</sup> Orange County 2005-2010 Consolidated Plan, page 3.21

### **BUILDING CODES**

Orange County has adopted the 2007 edition of the California Building Code (CBC) and the 2006 edition of the International Building Code (IBC), which established construction standards for all residential buildings. The Building Code is used as a set of rules to guide new construction, adaptive reuse, and renovation. The County's building codes are based on regulations necessary to protect the public health, safety and welfare. These minimum standards cannot be revised to be less stringent without sacrificing basic safety considerations and amenities.

The County's Building Code is updated, as necessary, to reflect pertinent changes to the CBC. The County reviews and updates the building codes used to reflect conditions unique to the Orange County. The CBC contains minimum building requirements for such issues as building/fire protection, structural and seismic safety and installation of devices/fixtures that reduce energy consumption. State law prohibits the imposition of building standards that are not necessitated by local geographic, climatic or topographic conditions and requires that local governments making changes or modifications in building standards must report such changes to the Department of Housing and Community Development and file an expressed finding that the changes are needed.

Together, building and zoning codes help to preserve the housing stock by requiring owners to maintain their properties in sound condition. The County has adopted the strategy of taking a “holistic” approach to enforcement by linking rehabilitation programs with the identification of violations and substandard conditions. Code enforcement staff now coordinates its efforts with County Housing and Community Development staff to identify rehabilitation programs that are available to assist owners in making needed corrections and repairs.

Compliance with building codes may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that ensure the development of safe and accessible housing.

### ***Development Processing Procedures***

#### **RESIDENTIAL PERMIT PROCESSING**

Builders and developers frequently cite the cost of holding land during the evaluation and review process as a significant factor in the cost of housing. Processing times vary with the complexity of the project. Holding costs associated

with delays in processing have been estimated to add between 1.1% and 1.8% to the cost of a dwelling unit for each month of delay. Again, fees are passed on to the buyer, and can ultimately increase costs.

Projects requiring use permits, zoning changes, or other discretionary actions necessitate a higher level of review, resulting in a longer processing timeline. Orange County's development approval process is designed to accommodate, not hinder, appropriate development.

Approval for single-family and multifamily homes and other minor tenant improvements can usually be processed within 60 days after submission to the County. The process for approval of single-family homes begins with zoning administration approval, and is followed by the initiation of permit issuance. The permitting process proceeds with first and second plan checks (usually takes 3 to 4 weeks for both), followed by a review for zoning compliance, grading plan check/permit issuance, and concludes with close scrutiny for compliance with acoustical standards and local/State building codes. In the case of multifamily development, the process concludes with the Zoning Administrator's approval that the project will meet adequate multifamily standards (which can be somewhat different from single-family developments). Virtually all residential permits are approved at the Planning Division level, with the exception of larger subdivision projects specifically referred to the Planning Commission and the Board of Supervisors by the Subdivision Committee.

To facilitate the timely and efficient processing of residential development, the County has implemented a "One Stop Shop" resource for developers, property owners and builders. This One Stop Shop is located in the Development Processing Center (DPC), and is essentially a resource where development applicants can submit all plans, fees and requests in a centrally coordinated location. The DPC also provides for an Express line to receive and issue simple permits. A "Virtual DPC" allows applicants to download forms and filing instructions from the internet, as well as calculate permit fees and deposits.

Additionally, OC Public Works has enhanced its Internet and phone based resources to more effectively deliver processing services and provide information to residential developers. The County offers an Interactive Voice Response (IVR) system, by which an applicant can request an inspection for residential tracts, update or cancel inspection requests, and view inspection results online and/or over the phone.

These processes help to ensure that the development review process does not act as a constraint to housing development.

### **ENVIRONMENTAL REVIEW**

Environmental review is required for all development projects under the California Environmental Quality Act (CEQA), and for projects that receive federal funds under the National Environmental Policy Act (NEPA). An Environmental Impact Report (EIR) is required by CEQA of all developments that have the potential of creating significant impacts that cannot be mitigated. All of the planned communities which make up the southern and eastern portions of unincorporated Orange County required the preparation of EIRs. The only significant areas left to develop are future phases of the “Ranch Plan” on Rancho Mission Viejo properties. Most infill residential projects in the unincorporated County are either Categorically Exempt or require only an Initial Study and Negative Declaration (or Mitigated Negative Declaration). The Negative Declaration process typically takes two weeks to prepare, plus the mandated public review period. Categorically Exempt developments such as second residential units require a minimal amount of time.

The environmental review process can provide useful information for the County about impacts on local environments and needed mitigation measures, as well as useful construction and market information for builders, buyers, lenders, and others. In contrast, the process may be viewed by some parties as an expensive, complex, and time consuming burden. However, because environmental review and mitigation is required by state law (CEQA) and federal law (NEPA), it does not pose a significant constraint to housing development.

### ***Development Fees and Improvement Requirements***

Development fees include the County’s cost of processing applications and permits, as well as costs associated with the provision of public facilities required to serve new residents (often referred to as “impact fees”).

### **APPLICATION AND PERMIT PROCESSING FEES**

County development processing fees are established on a cost-recovery basis rather than predetermined fees. This is consistent with state law, which limits local government processing fees to the actual cost of reviewing and approving development plans and permits. The County conducts an audit of processing costs periodically to ensure that fees do not exceed actual costs. The latest fee update occurred in May 2010. Initial fee deposits as of May 2010 are shown in Table X-39.

Many processing fees are a result of state or federal mandates, such as plan check and inspection to ensure public health and safety of grading, flood control

## CHAPTER X – HOUSING ELEMENT

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facilities, roads, bridges, and construction of buildings. Other costs are associated with state and federal requirements for protection of the environment such as Water Quality Management Plans under the Clean Water Act and National Pollutant Discharge Elimination System (NPDES), or Habitat Conservation Plans under the state's Natural Communities Conservation Program.

The County has adopted several cost-saving measures to reduce permit processing fees, including the following:

- A simplified “by-right” approval process for qualifying multi-family projects in the Affordable Housing Overlay Zone
- Waiver of permit fees for solar electric energy installations
- A 50% reduction in processing fees for manufactured housing
- Pre-filing meetings to assist developers in preparing application packages with no charge for the first three hours of staff time for these meetings
- Planning and permit fee schedule reviewed on an annual basis
- Annual review of park in-lieu fees to reflect current market values
- Waiver of park fees for affordable housing projects

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**Table X-39**  
**Planning and Development Fees – May 2010**

Fee Category	Deposit Amount*
<b>Planning and Application Fees</b>	
Tentative Parcel Map	\$5,000
Final Parcel Map	\$3,000
Tentative Tract Map	\$5,000
Final Tract Map	\$3,000
Use Permit	\$5,000-8,000
Variance	\$5,000-8,000
Area Plan	\$8,000
Site Development Plan	\$4,000-8,000
Zone Change	\$10,000
General Plan Amendment	\$10,000
Specific Plan Amendment	\$10,000
<b>Environmental</b>	
Environmental Impact Review	\$10,000
Negative Declaration	\$5,000

Source: County of Orange, 5/2010

\* Items with deposits are based on actual processing costs which may exceed initial deposit amount

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### **PUBLIC FACILITY (IMPACT) FEES AND IMPROVEMENT REQUIREMENTS**

After the passage of Proposition 13 in 1978 (Article 13A of the California Constitution) and its limitation on local governments' property tax revenues, cities and counties have faced increasing difficulty in providing public services and facilities to serve their residents. One of the main consequences of Proposition 13 has been the shift in funding of new infrastructure from general tax revenues to development impact fees and improvement requirements on land developers. The County requires developers to provide on-site and off-site improvements necessary to serve their projects, including water, sewer and other utility extensions, street construction and traffic control device installation that are reasonably related to the project. Dedication of land or in-lieu fees may also be required of a project for rights-of-way, transit facilities, recreational facilities and school sites, consistent with the Subdivision Map Act. Many of these fees are under the control of other agencies such as school districts, water and wastewater districts, the Transportation Corridor Agencies and Orange County Transportation Authority, and the County has no authority over their amount or collection process. Impact fees that are controlled by the County of Orange are as follows:

- Library
- Streets and highways
- Drainage facilities
- Local parks

Development fees are passed on to renters and homebuyers in the cost of housing, and thus affect housing affordability. Fees associated with the extension and installation of utilities can be particularly demanding. Most agencies involved in the County's development review process obtain a majority of the revenue for their operations through development fees, and this trend is likely to continue in the future. These fees also help ensure quality development and the provision of adequate public services. For high priority affordable housing projects in the past the County has used redevelopment housing set-aside funds to help pay application fees and other costs associated with the development review process. Table X-40 shows examples of development impact fees applied to new housing developments.



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**Table X-40  
Development Impact Fees**

Fee Category	Fee Amount (per unit)
Fire (Orange County Fire Authority)	\$63 – 392/unit
Library	\$197 – 213/unit
Parks	\$3,290 – 28,000/unit
Roads	\$519 – 3,232/unit
Toll Roads (Transportation Corridor Agencies)	\$2,768 – 4,002/unit
Schools	\$1.93 – 2.86/sq. ft.

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In order to reduce the financial impact of development fees, on May 13, 2008 the Board of Supervisors passed Ordinance 08-056 deferring payment of impact fees for which the County has control to the issuance of occupancy permit. In addition, the Board provided additional assistance to affordable projects in July 2009 by adopting an ordinance to waive park fees for qualifying density bonus projects. Although development fees represent a significant component of housing costs, they are necessary as a result of voter approval of tax limitation initiatives and the County minimizes the effect of these fees by delaying payment until home occupancy.

In order to estimate the effect of development fees on the total cost of housing, Table X-41 shows the fees that were paid by a typical affordable multi-family project in the unincorporated area. This project was built within the Housing Opportunities Overlay Zone and was completed in 2009. As noted in the table, impact fees other than parks represented 3 percent of total project cost, and permit processing fees were just 0.5 percent of total cost. This project paid an in-lieu park fee of 2 percent, although a fee waiver was subsequently approved for affordable housing projects. This analysis demonstrates that the combined cost of permit processing and impact fees represents less than 4 percent of the total cost of a typical multi-family project in the unincorporated area.

**Table X-41  
Representative Multi-Family Development Cost Example**

Item	Total Project Cost	Cost per Unit <sup>1</sup>	% of Total
Land & off-site improvements	4,233,500	86,400	28%
Construction	5,780,000	118,000	39%
Architecture & survey	485,000	9,900	3%
Construction interest & legal	1,190,000	24,300	8%
Other soft costs (reserves, TCAC, marketing, etc.)	1,292,300	26,400	9%
Park in-lieu fee <sup>2</sup>	230,600	4,700	2%
Other impact fees	391,600	8,000	3%
Permit processing	75,000	1,500	0.5%
Developer profit	1,289,000	26,300	9%
<b>Total costs</b>	<b>14,967,000</b>	<b>305,000</b>	<b>100%</b>

<sup>1</sup>Based on 49 units

<sup>2</sup>Affordable housing is now exempted from park fees

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The May 2010 fee update resulted in a decrease in the overall cost of planning and permitting services. Therefore the percentage of the total cost for future projects is expected to be even less than 4 percent.

## **Non-Governmental Constraints**

### ***Environmental Constraints***

Environmental constraints include physical features such as steep slopes, fault zones, floodplains, sensitive biological habitat, and agricultural lands. In many cases, development of these areas is constrained by state and federal laws (e.g., FEMA floodplain regulations, the Clean Water Act and the Endangered Species Act, and the state Fish and Game Code and Alquist-Priolo Act). OC Public Works and other County agencies have the responsibility to enforce County policies and ordinances regulating development on flood plains, areas of potential seismic hazard, areas of excessive slope, conservation areas, areas with inappropriate conditions for septic tanks, and other environmental issues. Large portions of the remaining unincorporated County have one or more of these constraints. These problems usually reduce the density allowed and bring into play mitigation measures and other necessary requirements, which add to the total cost of the project. OC Public Works has developed an environmental data base with an extensive mapping system that is used in conjunction with the General Plan to facilitate a timely identification of environmental hazards and resources.

The County's land use plans have been designed to protect sensitive areas from development to the extent feasible, and to protect public safety by avoiding development in hazardous areas. Significant areas of sensitive habitat in the

central, coastal and southern portions of the County have been set-aside as permanent open space through adopted Multi-species Habitat Conservation Plans. While these policies and plans constrain residential development to some extent, they are necessary to support other public policies.

Five major environmental conditions constrain development in Orange County: noise, floods, wildland fires, geologic/seismic hazards, and natural and cultural resources.

- **Noise:** The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar noise sensitive uses in high-noise (+65 CNEL) areas near John Wayne Airport. Noise in non-residential developments must be attenuated to protect users in those areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs.
- **Flood Hazards:** Portions of Orange County are located in floodplain areas of varying degrees of risk, subject to “100-” and “500-year” floods. In many cases, development can occur in these areas through proper site planning, although mitigation costs may be high. There are, however, some areas where development in a floodplain is difficult and expensive to protect a project from extreme flood hazard.
- **Fire Hazards:** The foothill areas of Orange County are considered high to very high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. These requirements may raise development costs, but will not preclude development.
- **Geologic/Seismic Hazards:** Like the entire Southern California region, Orange County is located within an area of high seismic activity. Potential slope and seismic hazards constrain development in certain parts of the County. While both conditions seldom preclude development, they may ultimately increase the cost of construction.

- **Natural and Cultural Resources:** The presence of natural or cultural resources on vacant land may influence its future use. For example, critical habitat areas or archaeological sites may require preservation or sensitive planning. Such conditions may preclude development or increase the cost of construction.

### *Infrastructure Constraints*

Many rapidly growing areas – especially southern portions of the County – have found it difficult to expand infrastructure fast enough to keep up with new development. Development places demands on all public services. It is the County's policy that the infrastructure for water, sewer, drainage and roads be in place before urban development is permitted. One method for controlling the pace of growth is by limiting capital investment in these facilities. Simply, if the capacity is not available, the development cannot occur. In some cases where capacity is inadequate, private developers may be required to construct the backbone infrastructure or incremental upgrades to existing facilities to serve large developments. Because facilities require huge front-end capital expenditures, some form of municipal financing may be needed.

The network of man-made and publicly owned facilities, such as roads, streets, water, drainage and sewer facilities form the internal framework, or infrastructure, of communities. The timing and pattern of installing these facilities (capital improvements) will play a part in the implementation of the County's General Plan by impacting the distribution of land uses.

Although capital facilities are built to accommodate present and anticipated needs, some (most notably water and sewer facilities, and roads) play a major role in determining the location, intensity and timing of future developments. OC Public Works provides services on a regional basis, to unincorporated areas, and to other County agencies and departments. Chief among its regional services is providing flood protection countywide. OC Public Works operates and maintains the Orange County Flood Control District, a system of 350 miles of flood control channels, dams and other infrastructure that is continually built and expanded upon.

In lieu of considering individual projects or only those projects to be undertaken in a single year OC Public Works prepares and revises an annual Business Plan. The Business Plan projects annual expenditures for acquisition, construction, rehabilitation and replacement of public facilities, such as flood control,

unincorporated roadway improvements, street lights, traffic signals, agricultural commissioner and weights & measures programs, as well as the countywide system of harbors, beaches and parks. Future growth in Orange County requires the delivery of adequate services to all residents in the unincorporated County.

While infrastructure imbalances have been reduced in recent years through development phasing, the use of developer agreements and other mechanisms, infrastructure shortfalls do exist and may impede the fulfillment of housing objectives. A brief summary of the principal infrastructure systems serving the County follows:

- **Water:** Approximately 70% of Orange County's water supply is imported into Southern California via the facilities of the Metropolitan Water District (MWD) of Southern California. MWD supplies are delivered by two principal facilities: (1) the Colorado River Aqueduct; and (2) the California Aqueduct. The second major water supply source for Orange County is the groundwater basin that primarily underlies the northern half of the County. The groundwater supply is replenished by direct rainfall, rainfall within the Santa Ana River watershed, and imported water purchased from MWD.

For Orange County, imported MWD water is purchased and distributed by five separate agencies. Together, these four MWD member agencies (MWDOC, Anaheim, Fullerton and Santa Ana) wholesale imported water to all Orange County cities, private companies and local independent and dependent water districts for storage and direct distribution to their residential and business customers. The County itself is not a provider of water. Rather unincorporated areas are served by a variety of public and private providers.

Water supply has always been a critical issue for southern California, with local sources of water providing less than half of the area's water needs. In addition to some other resources (such as petroleum or mineral extraction), the County lacks enough water resources to meet its own needs. The direct implication of this deficiency is that the County has become more dependent on imported resources and, as a consequence, is increasingly vulnerable to actions and policies which it cannot directly influence much the same way that local jurisdictions are unable to

influence the pricing and availability of imported oil supply allocations.

To lessen the constraints of insufficient local capacity to meet the County's water demand, the majority of the necessary large-scale improvements within Orange County are projects to improve existing storage reservoirs or build additional storage facilities in south Orange County. The local water conveyance system will be implemented in conjunction with development phasing to meet the delivery demands in Orange County. A major new project for supplementing water supply is the Groundwater Replenishment System Project developed by the OCWD and the Orange County Sanitation District (OCSD). The project is anticipated to add 100,000 acre-feet a year to the groundwater basin by 2010. With increased water carrying capacity, this and other local and state/regional enhancements should lessen water-related constraints to new construction of housing in the Orange County market.

- **Sewer:** The collection, treatment, and disposal of wastewater in Orange County are undertaken by special districts and local governments. The County is not a provider of sewer service. The Orange County Sanitation Districts collect and treat wastewater for the northern and central areas of Orange County. There are seven districts that presently serve numerous cities plus unincorporated areas within the Districts' boundaries. The Districts' facilities collect the sewage from local cities, sanitary districts, County water districts, and sewer maintenance districts. Wastewater is then transported through the Districts' trunk sewers to the two major treatment facilities jointly owned by the Districts in Fountain Valley. In the South County, there are two joint powers agencies which coordinate the provision of sanitation service: the Aliso Water Management Agency (AWMA) serving the Aliso Creek/Laguna Canyon Watershed, and the South East Regional Reclamation Authority (SERRA) serving the San Juan Creek Watershed and southerly to the County border. The authority for sewer services in unincorporated areas not served by sanitary or water districts rests with the County Board of Supervisors. The funding for sewer services is provided by property taxes, augmentation funds, user fees, or investment income from reserves.

With these complex, coordinated infrastructure systems, the ability of the various special sewer districts to expand treatment capacities in an incremental fashion, as well as to construct new facilities where needed, has facilitated its rapid growth. Most recently though, there have been major reductions in federal grant funds available for assisting local governments in the upgrading and expansion of sewage treatment facilities, as well as the County's 1994 bankruptcy, which redirected some infrastructure funding toward debt repayment. These reductions could jeopardize future upgrading or expansion of facilities unless increased local funding can be generated in the form of bonds, special assessment district taxes, or other funding mechanisms.

Most wastewater management agencies have long-range plans to address needed plant expansion/upgrading, based on anticipated population growth within their service areas. As a result of these, and comprehensive water supply studies such as the County Water Plan, the County's wastewater/sewage infrastructure should not serve as a direct constraint to the production of housing to meet the anticipated demand from population growth.

- **Flood Control:** Orange County's flood control effort is divided among three major areas: Tri-County system (San Bernardino, Riverside and Orange Counties), regional system, and local drainage program. With respect to the regional system, the Orange County Flood Control District (OCFCD) is empowered to construct and maintain flood control works to prevent or minimize loss of life and property caused by flooding, and for water conservation. In the County's local drainage program, the storm drains are normally smaller facilities that collect drainage from local streets. In new developments, local drainage facilities are constructed by developers in accordance with master plans of drainage. In many older parts of Orange County, however, local systems were not built due to lack of major systems to accept their discharge. Limited funding from the County's General Fund or the Road Fund is used to implement local storm drains.

OC Public Works – Flood Control Division, is responsible for implementing the Flood Control District's funded activities program, which includes the design, construction, operation, and maintenance of regional flood control facilities. Flood Control District revenue is obtained mainly from property taxes. The

amount of Flood Control District revenue derived from property taxes is based on the average percentage received during the three years prior to the passage of Proposition 13, plus a proportionate share of the subsequent tax base growth. A main charge of the OC Public Works Flood Division is providing flood protection countywide. The Santa Ana River Project is the largest and most expensive such project. During 1999, for example, construction was completed on the Seven Oaks Dam and channel improvements throughout Orange County. These improvements now provide protection from flooding up to the 100-year magnitude for most of Orange County residents and businesses.

While not a direct constraint, the continued monitoring and implementation of the 1987 Clean Water Act will help guide new development, steering it away from areas that may be susceptible to flood damage. The County's available flood control infrastructure, along with continued flood plain management and successive implementation of the Flood Control District's master plan, should minimize any undue constraints to the production of affordable and/or market rate housing in the County.

### ***Land Costs***

Land represents one of the most significant components of the cost of new housing. Land values fluctuate with market conditions, and have been steadily increasing since 2000. The recent downturn in the housing market is expected to affect land values negatively, however. Changes in land prices reflect the cyclical nature of the residential real estate market. Orange County's real estate market is now in a downturn similar to the early 1980s and early 1990s, which were characterized by sharp declines in property values and protracted periods of minimal appreciation before prices recovered.

Preceding the downturn in the housing market, growth within the unincorporated area had already declined considerably due to incorporations, annexations, and build-out of existing planned communities. Most large landholdings remaining within the unincorporated County have already been entitled for development.

The cost of land directly influences the cost of housing. The holding cost of land during construction also adds to the price of housing. Holding costs vary depending on interest rates for acquisition and development loans, which currently run 2% to 4% above the prime rate. Interest rates are beyond the control of local jurisdictions. Reducing processing times for building permits in most jurisdictions can lessen



land holding costs. However, the County's processing times are already among the most efficient in Orange County, and to reduce them further may compromise the County's ability to protect public health and safety.

Other factors affecting the costs of land include overall availability of developable lots within a given sub-region; environmental site conditions and constraints; public service and infrastructure availability; aesthetic considerations such as views, terrain and vegetation; the proximity to urban areas; and parcel size.

Most importantly, land availability and permitted development density determine land prices. As land becomes scarcer, the price of land increases. And in related fashion, land prices have a positive correlation with the number of units permitted on each lot – that is, the more units permitted under General Plan land use guidelines, the higher the value of that land. In addition, more remote areas generally have less expensive (and larger tracts) of land, while smaller, more expensive parcels are typically located closer to urbanized areas. The County cannot control land prices, as they are set in the marketplace and are governed by such factors as speculation, demand, supply, and location.

### *Construction Costs*

The cost of construction depends primarily on the cost of materials and labor, which are influenced by market demand. The cost of construction will also depend on the type of unit being built and on the quality of product being produced. Labor saving materials and construction techniques are available but tend to reduce the quality of the finished product. The cost of labor is based on a number of factors, including housing demand, the number of contractors in an area and the unionization of workers. Labor costs are generally two to three times the cost of materials. Thus, the cost of labor represents an estimated 17% to 20% of the cost of building a unit, which is a substantial portion of the overall cost of construction. Most residential construction in Orange County is performed with non-union contractors, and as a result, labor costs are responsive to changes in the residential market.

The construction cost of housing affects the affordability of new housing and is considered a constraint to affordable housing in the Orange County area. A reduction in the construction costs can be brought about in several ways. One such method is a reduction in amenities and quality of building materials in new homes (still above the minimum acceptability for health, safety, and adequate performance), which may result in lower sales prices. State Housing Law provides that local building departments can authorize the use of materials and construction

methods if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the applicable building codes.

### *Cost and Availability of Financing*

The recent (2007) crisis in the mortgage industry will affect the availability and cost of real estate loans, although the long-term effects are unpredictable. The credit “crunch” resulted when “sub-prime” lenders in the past five years made it possible for low-income families or others who could not qualify for standard mortgages to become home owners even though they might not have had the credit history and income to support repayment of the loans. The problem typically occurs with adjustable rate mortgages (ARMs) after the initial fixed interest rate period expires (often three years) and the interest rate converts to market. Because ARMs often offer “teaser” initial interest rates well below market for the first few years, monthly payments may increase by several hundred dollars when the loan converts to market rate. When property values were increasing, as was the case from 2000 to 2006, homeowners had the option of refinancing to a new loan when the initial rate expired. However, in the current market with declining values, homeowners may owe more than the resale value of their home, making refinancing impossible. As a result of these conditions, there has been a significant rise in foreclosure rates, and changes in mortgage underwriting standards is likely to have greater impacts on low-income families than other segments of the community.

Interest rates at the present time are relatively low and are not a constraint to affordable housing. Financing for both construction and long-term mortgages is generally available in Orange County subject to normal underwriting standards. A more critical impediment to home ownership involves both the affordability of the housing stock and the ability of potential buyers to fulfill down payment requirements. Conventional homes typically require 5% to 20% of the sales price as a down payment, which is the largest constraint to first time homebuyers. This indicates a need for flexible loan programs and a method to bridge the gap between the down payment and a potential homeowner’s available funds. The availability of financing for developers under current economic conditions may also pose a constraint on development outside of the County’s control. However, the County offers assistance to first-time homebuyers. For example, the County’s Mortgage Assistance Program (MAP) provides silent-second loans to assist low-income first-time homebuyers, with annual incomes not exceeding 80% of the Area Median Income. In addition, the County’s Mortgage Credit Certificate (MCC) program is a Federal Income Tax Credit program that increases the loan amount that first-time homebuyers can qualify for and increases take-home pay.

### **Fair Housing**

State law also prohibits discrimination in the development process or in real property transactions, and it is the County's policy to uphold the law in this regard. The Fair Housing Council of Orange County (FHCOC), a private non-profit fair housing group, is under contract to administer a wide variety of fair housing services to residents of Orange County. These services include:

- Serving as a fair housing resource for the region, including implementation of an affirmative fair housing marketing plan, testing, and complaint verification;
- Responding to all citizen complaints regarding violation of fair housing laws;
- Providing tenant-landlord counseling to all inquiring citizens;
- Promoting community awareness of tenant-landlord rights and responsibilities;
- Reporting monthly on complaint processing; and
- Providing fair housing education to residents, County staff, community organizations, agencies, and service providers.

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## **4. RESOURCES AND OPPORTUNITIES**

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This section examines two major resources for meeting the unincorporated county's housing needs – land and financial resources. Opportunities for energy conservation are also discussed.

### **Availability of Sites for Housing Production**

This section contains an analysis of land with the potential for housing development in the 2008-2014 planning period compared to the unincorporated county's remaining housing need. Opportunities for residential development in the unincorporated area fall under two categories:

- Vacant land in new master-planned communities; and
- Vacant infill sites or underutilized sites where the current use of the property is a lower intensity than allowed by the General Plan and zoning designations. The most significant component of this category is the Housing Opportunities Overlay Zone.

Although the Housing Element covers the six-year planning period from July 1, 2008 through June 30, 2014, the RHNA cycle began 2½ years earlier and runs from January 1, 2006 through June 30, 2014. Therefore, any housing units produced after January 1, 2006 are credited toward the County's accomplishments during this Housing Element period.

#### ***a. Progress toward Meeting Regional Housing Needs during 2006-2010***

To determine the portion of housing need that has already been met, development statistics for the 2006-2010 period were examined. Table A-2 in Appendix A lists all residential units built or approved in the unincorporated area during this period. Table X-42 below summarizes the net remaining need after crediting units completed during 2006 - 2010.

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**Table X-42**  
**Net Remaining RHNA, 2010-2014 –**  
**Orange County Unincorporated Area**

	Income Category				
	VL	Low	Mod	Above	Total
RHNA (total)	1,777	1,445	1,597	3,159	7,978
Units Completed or Approved 2006-2009	265	316	27	7,347	7,955
RHNA (net remaining)	1,512	1,129	1,570 1,546	0 2,975	4,211

Sources:  
SCAG 7/2007  
Appendix A, Table A-2; County of Orange/OC Planning, 5/2010

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***b. Inventory of Vacant & Underutilized Land***

**NEW MASTER-PLANNED COMMUNITIES**

During the past 40 years the majority of development in unincorporated Orange County has occurred in major landholdings under the planned community concept. Most of these areas were incorporated into new cities between 1988 and 2001, including Mission Viejo (1988), Dana Point (1989), Laguna Niguel (1989), Lake Forest (1991), Laguna Hills (1991), Laguna Woods (1999), Rancho Santa Margarita (2000), and Aliso Viejo (2001). Most of these areas were originally approved as planned communities in unincorporated Orange County.

Only one planned community in the unincorporated area – The Ranch Plan – has a significant amount of land remaining to be developed during this Housing Element timeframe. Located in southeastern portion of the County east of Rancho Santa Margarita, Mission Viejo and San Juan Capistrano, The Ranch Plan was approved in 2004 with a maximum of 14,000 residential units. It is expected to be the final large landholding that will be developed in unincorporated Orange County since all other significant undeveloped parcels are located within cities, regional parks or the Cleveland National Forest.

As part of the General Plan amendment, Planned Community (zone change) and development agreement for The Ranch Plan, the property owner is required to dedicate 60 acres of land to the County for affordable housing development. Based on a typical density of 30 units per acre, it is anticipated that 1,800 lower-income units will ultimately be produced in The Ranch Plan Planned Community. Additional discussion of The Ranch Plan is provided in Appendix B – Land Inventory.

### **VACANT AND UNDERUTILIZED INFILL PARCELS – THE HOUSING OPPORTUNITIES OVERLAY ZONE**

The incorporation and buildout of south Orange County has shifted the focus of residential development to the older unincorporated islands in the northern portion of the county. The “first wave” of development in these areas occurred during the 1950s and ‘60s as suburban growth spread south from Los Angeles. Fifty years later a few scattered vacant parcels remain, but there is also significant potential for redevelopment of properties with higher-density apartments and condominiums. The 2000 Housing Element included an Action Plan item to designate such areas for higher-density development, and in 2006 the Housing Opportunities Overlay Zone was adopted. The Overlay Zone (Section 7-9-148.6 of the Zoning Code) provides the option of affordable multi-family development on commercial and industrial sites. The 2008 Housing Element update includes an Action item to expand the Overlay Zone to include properties that area conventionally zoned for multi-family development along arterial highways (see Section 5, Strategy 1a. A detailed discussion of the inventory of sites within the Overlay Zone is provided in Appendix B.

### **COMPARISON OF LAND INVENTORY TO NEW HOUSING NEED**

The County’s strategy for accommodating the unincorporated area’s new housing need for this planning period is a combination of the two areas described above – new development in The Ranch Plan Planned Community, and infill development/ redevelopment in the Overlay Zone (including the arterial highway expansion area). Table X-43 presents a summary of the land inventory in the unincorporated area compared to the remaining housing need. This table shows that there is a total estimated development capacity of 20,510 units, with 5,809 Very low/Low units, no Moderate units and 14,701 Above Moderate units based on current General Plan and zoning designations. Appendix B provides a thorough discussion of the land inventory and a parcel-specific listing of sites, along with an explanation of all assumptions used in this analysis.

**Table X-43**  
**Land Inventory vs. Net Remaining RHNA –**  
**Orange County Unincorporated Area**

Category	Total Units	Income Category		
		Lower	Moderate	Above Moderate
Completed and approved projects (see Tables A-2 and B-1)	1,795	581	27	1,187
The Ranch Plan Planned Community	6,952*	792*	0	6,160*
Housing Opportunities Overlay Zone**	2,039	2,039	0	0
Other underutilized sites	824		824	
<b>Total Land Inventory</b>	<b>11,610</b>	<b>3,412</b>	<b>851</b>	<b>7,347</b>
RHNA Need (2006-2014)	7,978	3,222	1,597	3,159
<b>Surplus (Deficit)</b>	<b>3,632</b>	<b>190</b>	<b>(746)</b>	<b>4,188</b>

\*Totals reflect approved RHNA assumptions for the current planning period (44% of approved zoning entitlements).

\*\*Including both the original Overlay Zone and the Arterial Highway Expansion Area (see Appendix B)

Sources: OC Planning (5/2010); SCAG (7/2007)

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A comparison of these estimates with the County's remaining 2008-2014 RHNA need shows that there is a significant amount of surplus capacity to meet the remaining need in the Lower and Above Moderate categories but there is a shortfall in the Moderate category. The Housing Action Plan (Section 5) contains a discussion of programs and policies to encourage and facilitate housing production, with particular emphasis on the lower-income categories.

## **Financial Resources**

### ***a. Federal Resources***

#### **HOME FUNDS**

The Home Investment Partnership (HOME) Program is a federal program, created as a result of the National Housing Affordability Act of 1990. Under HOME, HUD awards funds to localities on the basis of a formula that takes into account tightness of the local housing market, inadequate housing, poverty and housing production costs. Localities must qualify for at least \$500,000, based on HUD's distribution formula, to receive direct allocation of funds, or can apply to the state or combine with adjacent jurisdictions.

HOME funding is provided to jurisdictions to assist either rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant based rental assistance, property

acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having a special need related to housing. The local jurisdiction must make matching contributions to affordable housing under HOME, of which Redevelopment Agency Housing Set-Aside funds would be the primary resource.

### **COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (CDBG)**

Through the federal CDBG program, HUD provides funds to local governments for funding a range of community development activities. CDBG grants are awarded on a formula basis for housing activities, including acquisition, rehabilitation, homebuyer assistance, economic development, homeless services and public services. CDBG funds are subject to certain restrictions and cannot be used for new housing construction. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County Median Family Income.

### **SECTION 108 PROGRAM**

Section 108 is the loan guarantee provision of the CDBG program. This provision provides communities with a source of financing for a variety of housing and economic development activities. All rules and requirements of the CDBG program apply, and therefore all projects and activities must principally benefit low- and moderate-income persons, aid in the elimination or prevention of blight, or meet urgent needs of the community.

Monies received under the Section 108 loan guarantee program are limited to not more than 5 times the applicant's most recently approved CDBG amount, less prior Section 108 commitments. Activities eligible for these funds include: economic development activities eligible under CDBG; acquisition of real property; rehabilitation of publicly-owned property; housing rehabilitation eligible under CDBG; construction, reconstruction or installation of public facilities; related relocation, clearance or installation of public facilities; payment of interest on the guaranteed loan and issuance costs of public offerings; debt service reserves; and public works and site improvements.

Section 108 loans are secured and repaid by pledges of future and current CDBG funds. Additional security requirements may also be imposed on a case by case basis.



### **MORTGAGE CREDIT CERTIFICATE PROGRAM**

Under the Mortgage Credit Certificate (MCC) Program, first-time homebuyers receive a tax credit of up to 15% of the mortgage interest paid for the year based on a percentage of the interest paid on their mortgage. This credit typically amounts to \$80 to \$125 month. This tax credit allows the buyer to qualify more easily for home loans as it increases the effective income of the buyer. Under federal legislation, 20% of the allocation must be set-aside for first time homebuyers with incomes between 75% and 80% of the County median income. This program may be used alone or in conjunction with a Down Payment Assistance Loan. The mortgage tax credit allows participants to meet monthly housing costs for households unable to meet monthly market-level payments. Additionally, lenders may write down the cost of the mortgage based on the value of the credit.

MCC funds are generated under the Mortgage Revenue Bond (MRB) allocation. Under the Tax Reform Act of 1984, state and local governments were permitted to exchange some or all of their authority to issue Mortgage Revenue Bonds (MRBs), for the authority to issue MCCs. For every dollar of MRB allocation, the County can exchange 25% of their MRBs for MCCs.

### **SECTION 8 RENTAL ASSISTANCE PAYMENTS/HOUSING CERTIFICATES**

The Section 8 program provides rental assistance to low- and moderate-income families, elderly, and disabled persons who spend more than 30% of their monthly income on rent. The subsidy represents the difference between the excess of 30% of the recipients' adjusted gross income and the federally approved fair market rents (FMR). In general, the FMR for an area is the amount that would be needed to rent privately owned, decent, safe and sanitary rental housing. Section 8 assistance is available in the following forms:

- Section 8 Existing Housing Certificate Program - Under the certificate program, the landowner enters into a contract with the Housing Authority that establishes limits for the rent, which will be subsidized for the very-low-income unit to the Fair Market Rent. Eligible tenants must pay the highest of either 30% of adjusted income, 10% of gross income, or the portion of welfare assistance designated for housing. Housing subsidized through this program must meet standards of safety and sanitation established by HUD.

- Section 8 Existing Housing Voucher Program - This program is similar to the Certificate Program, however, rents are not restricted. The tenant instead must pay the difference between the Fair Market Rent standard and the actual rent.

### **SECTION 202/811 HOUSING FOR ELDERLY OR HANDICAPPED HOUSING**

Under this federally administered program, direct loans are made to eligible, private nonprofit organizations and consumer operative sponsors to finance development of rental or cooperative housing facilities for occupancy by elderly or handicapped persons. The interest rates on such loans are determined annually. Section 8 funds are made available for all of the Section 202 units for the elderly. Rental assistance for 100% of the units for handicapped persons has also recently been made available. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities.

Private, nonprofit sponsors may qualify for Section 202 no-interest capital financing loans. Households of one or more persons, the head of which is at least 62 years old or is a qualified non-elderly handicapped person between the ages of 18 and 62, are eligible to live in these units.

### **HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)**

The federally administered HOPWA program provides entitlement and competitive grants for housing assistance and supportive services for persons with AIDS. Funds can be used for:

- Acquisition, rehabilitation, lease and repair of facilities;
- New construction;
- Project-based or tenant-based rental assistance;
- Planning and support services;
- Operating costs;
- Short-term rent, mortgage, and utility payments;
- Administrative expenses.

### **SUPPORTIVE HOUSING**

The Supportive Housing Programs provide grants to public and private non-profit entities to promote the development of supportive housing and services. These grants are disbursed by HUD, with recipients selected on the basis of a competitive application screening process. Funds may be used for: acquisition of

## **CHAPTER X – HOUSING ELEMENT**

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property; rehabilitation; new construction (under certain limitations); leasing of structures; operating and supportive services costs.

Grants for operating costs may be for up to 75% for the first two years and 50% for the subsequent three years. Grants for other types of activities require matching funds from the recipient.

### **FEDERAL EMERGENCY SHELTER GRANTS (FESG)**

This federal program provides grants to improve the quality of existing shelters and/or increase the number of new shelters for the homeless. Grants are awarded to local non-profits through the State. Eligible activities include acquisition, new construction or rehabilitation of homeless facilities, and provision of support services.

### **SHELTER CARE PLUS**

This federally administered competitive program provides grants for rental assistance for permanent housing and case management for homeless individuals with disabilities and their families.

### **HOME OWNERSHIP FOR PEOPLE EVERYWHERE (HOPE)**

The federally administered HOPE programs provide homeownership assistance awarded on a competitive basis.

- HOPE I (Public Housing Homeownership) Program: The HOPE I program provides grants to assist residents of public housing to become homeowners. These grants can be of two forms: planning grants and implementation grants. Planning grants may be up to \$200,000 and do not require matching funds. Implementation grants support the actual cost of developing, acquiring, and/or rehabilitating the housing. While there is no maximum amount for the implementation grants, they require local matching funds from non-federal sources.
- HOPE II (Homeownership of Multi-family Units) Program: The HOPE II program provides grants to assist low-income persons become homeowners through use of multi-family rental properties. Like HOPE I grants, these funds may be earmarked for either planning or implementation. Planning grants may not exceed \$200,000 and do not require matching funds. Implementation

grants may not exceed 120 times the FMR and require non-federal matching of at least 33%.

- HOPE III (Homeownership for Single-Family Homes): The HOPE III program provides grants to assist low-income persons to achieve homeownership. Both planning grants and implementation grants are available. Both grants are competitive, with applicants for planning grants up to \$100,000 competing in a national pool, and applicants for implementation grants up to \$3,000,000 competing in a regional pool.

***b. State Resources and Programs***

**HOUSING AND EMERGENCY SHELTER TRUST FUND ACT OF 2006  
(PROPOSITION 1C)**

This voter-approved measure authorized the state to sell \$2.85 billion of general obligation bonds to fund 13 new and existing housing and development programs. The major allocations of the bond proceeds are as follows:

- Development Programs (\$1.35 billion). The measure funded three new programs aimed at increasing development. Most of the funds are targeted for development projects in existing urban areas and near public transportation. The programs provide loans and grants for a wide variety of projects, such as parks, water, sewage, transportation, and housing.
- Homeownership Programs (\$625 million). A number of the programs funded by this measure encourage homeownership for low- and moderate-income homebuyers. The funds are used to provide down-payment assistance to homebuyers through low-interest loans or grants. Typically, eligibility for this assistance is based on the household's income, the cost of the home being purchased, and whether it is the household's first home purchase.
- Multifamily Housing Programs (\$590 million). The measure also funds programs aimed at the construction or renovation of rental housing projects, such as apartment buildings. These programs generally provide local governments, nonprofit organizations, and private developers with low-interest (3%) loans to fund part of the construction cost. In exchange, a project must reserve a portion of its units for low-income households for a period of 55 years. This

measure gives funding priority to projects in already developed areas and near existing public services (such as public transportation).

- Other Housing Programs (\$285 million). These funds are used to provide loans and grants to the developers of homeless shelters and housing for farm workers. In addition, funds are allocated to pilot projects aimed at reducing the costs of affordable housing.

### **CALIFORNIA HOUSING FINANCE AGENCY (CHFA)**

CHFA provides below-market interest rate mortgage capital through the sale of tax-exempt notes and bonds.

- Home Mortgage Purchase Program: CHFA sells tax-exempt Mortgage Revenue Bonds to provide below-market financing through approved private lenders to first-time homebuyers for the purchase of new or existing homes. The program operates through participating lenders who originate loans for CHFA purchase.
- Self-Help Housing Program: CHFA assists nonprofit housing development corporations that acquire land, provide building plans, and package loans for self-help housing. Families, under the supervision of nonprofit corporations, provide the majority of the construction labor. CHFA makes commitments to self-help corporations for low-interest mortgages and provides credit enhancements to lenders who provide construction financing and preferential interest rates.
- Multi-family Rental Housing Mortgage Loan Program: This program finances the construction or substantial rehabilitation of projects containing 20 or more units. 20% of the units in a project must be set aside for low-income tenants at affordable rents for the greater of 15 years or as long as the mortgage is outstanding.

### **LOW-INCOME HOUSING TAX CREDIT (LIHTC) PROGRAM**

This state program provides for federal tax credits for private developers and investors who agree to set aside all or a portion of their units for low-income households and the elderly for no less than 15 years. A minimum of 20% of the units must be made available to families whose income is less than 50% of the

County median income or 40% of the units must be made available to families whose income is up to 80% of the median.

Developers and investors must apply for an allocation of housing units from the State Allocation Committee, administered by the Tax Credit Allocation Committee. While the program is beneficial in adding low-income housing units to the local housing stock, the statewide allocations are limited under this program and the application process is expensive for the developer. In addition, single resident and elderly rental projects are not competitive based on the State's selection criteria.

### **CALIFORNIA MENTAL HEALTH SERVICES ACT (PROPOSITION 63 OF 2004)**

The passage of Proposition 63 (now known as the Mental Health Services Act or MHSA) in November 2004, provides the first opportunity in many years for the California Department of Mental Health (DMH) to provide increased funding, personnel and other resources to support county mental health programs and monitor progress toward statewide goals for children, transition age youth, adults, older adults and families. The Act addresses a broad continuum of prevention, early intervention and service needs and the necessary infrastructure, technology and training elements that will effectively support this system.

This Act imposes a 1% income tax on personal income in excess of \$1 million. Statewide, the Act was projected to generate approximately \$254 million in fiscal year 2004-05, \$683 million in 2005-06 and increasing amounts thereafter. Much of the funding will be provided to county mental health programs to fund programs consistent with their local plans. MHSA funding has been approved to facilitate development, acquisition or rehabilitation of permanent supportive housing for the target population.

### **STATE MULTIFAMILY HOUSING PROGRAM (MHP)**

The purpose of the MHP is to assist the new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households. This program provides deferred payment loans for 55 years at 3% simple interest on the unpaid principal balance with 0.42% annual payments, and the balance of principal and interest due and payable upon completion of loan term. Projects are not eligible if construction has commenced as of the application date, or if they are receiving 9% federal low income housing tax credits.

MHP funds will be provided for post-construction permanent financing only. Eligible costs include the cost of child care, after-school care and social service facilities integrally linked to the assisted housing units; real property acquisition; refinancing to retain affordable rents; necessary onsite and offsite improvements; reasonable fees and consulting costs; and capitalized reserves.

Eligible applicants include local public entities, for-profit and nonprofit corporations, limited equity housing cooperatives, individuals, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of an applicant is a general partner. Applicants or their principals must have successfully developed at least one affordable housing project.

### ***c. Local and Private Resources and Programs***

#### **ORANGE COUNTY DEVELOPMENT AGENCY (OCDA)**

The Orange County Development Agency (OCDA) administers the County's redevelopment programs for the unincorporated areas. Project areas include the Santa Ana Heights and the Neighborhood Development and Preservation Program (NDAPP) Project Areas. The NDAPP Project Area consists of several unincorporated islands in North County.

As required under state redevelopment law, 20% of the tax increment generated by the agency is placed into a "low and moderate-income housing set aside fund." The purpose of the housing set-aside fund is to produce, increase, improve and preserve the community's supply of low- and moderate-income housing. The Housing Set Aside Fund balance was \$18.5 million as of July 1, 2004. From 2005 through 2014, an additional \$23.2 million is expected to be allocated to the Fund. After debt service and administrative costs, it is anticipated that \$32.7 million will be available for ongoing and new housing projects.

Affordable units produced or substantially rehabilitated through support by the Agency's Housing Set Aside Fund from 1999 to 2005 are identified below:

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**Table X-44**  
**Affordable Housing Assisted with OCDA Funds –**  
**1999-2005**

Project Description	New Units Produced
Laurel Glen Apartments	44
Mendocino at Talega	186
Jackson Aisle Apartments	29
Alice Court Apartments	27
Talega Jamboree (Phase I & II)	104
Ladera Ranch II	44
<b>Total</b>	<b>434</b>

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In addition to the units listed above, the Orange County Development Agency's Fiscal Year 2004-05 through 2008-09 Implementation Plan identifies the following projects that are anticipated to be assisted by the Housing Set Aside Fund from 2005 through 2014:

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**Table X-45**  
**Proposed OCDA Affordable Housing Assistance –**  
**2005-2014**

Project Description	Housing Fund Expenditure
Buena Vista (Very Low Income Senior)	\$440,000
Dorado Senior (Very Low Income)	\$2,400,000
Westminster Intergeneration (65 Very Low Income & 20 Low Income)	\$715,600
Northwood Apartments (Very Low Income)	\$1,708,015
Montecito Apartments (Very Low Income)	\$3,037,033
<b>Total</b>	<b>\$8,300,648</b>

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Based on housing production estimates for the next ten years and the remaining life of both Project Areas, the Agency is required to provide a cumulative of 28 affordable dwelling units, including 10 very low income units. Due to the previous production of 264 affordable units since the formation of both Project Areas, it is estimated that the Agency will continue to have a surplus of inclusionary units. In addition, it is estimated that 33 units in the NDAPP Project Area and 163 units outside of Project Areas will be added to the affordable housing inventory over the remaining life of both Project Areas. These units will be restricted to very low, low and moderate income households.

#### **BUILDING INDUSTRY ASSOCIATION/HOMEAID PROGRAM**

The HomeAid Program was established in 1989 as an outreach of the Building Industry Association of Orange County. The purpose of the program is to increase



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the number of shelter beds for temporarily homeless persons throughout Orange County. To date, HomeAid has raised over \$14 million in in-kind contributions resulting in the completion of 32 shelter projects and an additional 575 beds. The goal for the current year is to complete five shelter projects with an additional 252 transitional housing beds.

### **ORANGE COUNTY AFFORDABLE HOUSING HOME OWNERSHIP ALLIANCE (OCAHOA)**

OCAHOA is a collaboration between the private and non-profit sectors to develop targeted solutions to increase availability and supply of quality affordable housing for working families. It is comprised of the following partners: Merrill Lynch, The Enterprise Foundation, Fannie Mae, Wells Fargo Bank, and the Building Industry Association of Orange County. An affordable housing trust fund is a key component of the organization. This revolving loan fund supports affordable housing development through low-interest loans available to affordable housing builders for predevelopment, site acquisition, and/or rehabilitation. Merrill Lynch committed the initial \$1 million to establish this loan fund, with the first project recently approved to construct affordable housing in Buena Park for entry-level professors at local universities.

### **AFFORDABLE HOUSING COLLABORATIVE**

The Collaborative was formed as an outgrowth of the Future Search Conference on Affordable Housing held in October 1999. The conference assembled key leaders from a broad array of organizations with an interest in housing issues. At the conclusion of the three-day event it was agreed that an Affordable Housing Collaborative of participants would continue to meet quarterly to implement the recommendations from the conference and monitor progress. A summary of the conference is provided in Appendix D.

### **KENNEDY COMMISSION**

The Kennedy Commission formed as a companion effort of the Affordable Housing Collaborative. The focus of this group is advocacy for the extremely-low-income group with incomes under \$10 per hour (approximately \$20,000 per year).

## **Opportunities for Energy Conservation**

State of California Energy Efficiency Standards for Residential and Nonresidential Buildings were established in 1978 in response to a legislative

mandate to reduce California's energy consumption. The standards are codified in Title 24 of the California Code of Regulations and are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. California's building efficiency standards (along with those for energy efficient appliances) have saved more than \$56 billion in electricity and natural gas costs since 1978. It is estimated the standards will save an additional \$23 billion by 2013<sup>9</sup>.

Title 24 sets forth mandatory energy standards and requires the adoption of an “energy budget” for all new residential buildings and additions to residential buildings. Separate requirements are adopted for “low-rise” residential construction (i.e., no more than 3 stories) and non-residential buildings, which includes hotels, motels, and multi-family residential buildings with four or more habitable stories. The standards specify energy saving design for lighting, walls, ceilings and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards and the use of non-depleting energy sources, such as solar energy or wind power. The home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations through the plan check and building inspection processes.

Examples of opportunities and techniques for reducing residential energy use include the following:

- **Glazing** – Glazing on south facing exterior walls allows for winter sunrays to warm the structure. Reducing glazing and regulating sunlight penetration on the west side of the unit prevents afternoon sunrays from overheating the unit.
- **Landscaping** – Strategically placed vegetation reduces the amount of direct sunlight on the windows. The incorporation of deciduous trees in the landscaping plans along the southern exposure of units reduces summer sunrays, while allowing penetration of winter sunrays to warm the units.
- **Building Design** – The implementation of roof overhangs above southerly facing windows shield the structure from solar rays during the summer months.

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<sup>9</sup> California Energy Commission ([e](#))

- **Cooling/Heating Systems** – The use of attic ventilation systems reduces attic temperatures during the summer months. Solar heating systems for swimming pool facilities saves on energy costs. Natural gas is conserved with the use of flow restrictors on all hot water faucets and showerheads.
- **Weatherizing Techniques** – Weatherization techniques such as insulation, caulking, and weather stripping can reduce energy use for air-conditioning up to 55% and for heating as much as 40%. Weatherization measures seal a dwelling unit to guard against heat gain in the summer and prevent heat loss in the winter.
- **Efficient Use of Appliances** – Appliances can be used in ways that increase their energy efficiency. Unnecessary appliances can be eliminated. Proper maintenance and use of stove, oven, clothes dryer, washer, dishwasher, and refrigerator can also reduce energy consumption. New appliance purchases can be made on the basis of efficiency ratings.

In addition to these architectural and construction techniques, thoughtful land use planning provides additional opportunities for energy savings. Examples of the County's energy-saving land use strategies include higher density along transit routes and close to employment centers and infill development. The recently adopted Housing Opportunities Overlay Zone and Arterial Highway Expansion Area advance this goal, as does the County's long history of approving balanced communities such as Ladera Ranch and The Ranch Plan planned communities.

## 5. HOUSING ACTION PLAN

This section of the Housing Element presents the County’s Six-Year Housing Action Plan for the period 2008–2014. The goals, strategies and actions described below are organized according to major issue areas and reflect the findings of the County’s needs assessment and evaluation of the accomplishments since the last major Housing Element update was adopted in 2000. A summary in matrix form, Table X-47, is included at the end of this section that provides an overview of the Housing Action Plan to include program specifics identified in Sections III and IV as well as the Appendices.

### Goals, Strategies, and Actions

#### Issue 1: How will the County accommodate its RHNA allocation for all income levels through 2014?

##### *a. Discussion*

An adequate supply of housing at affordable prices is critical to the long-term economic viability of Orange County. Previous surveys of business leaders confirm that the price of housing is the leading barrier to business expansion (UCI Annual Executive Survey, 2000). A shortage of housing at affordable levels makes it more difficult for businesses, government and universities to recruit new employees, and exacerbates traffic congestion and air quality problems as workers commute longer distances in search of housing.

Through the Regional Housing Needs Assessment process, each jurisdiction is allocated a portion of the region’s housing need through the year 2014. The County of Orange’s allocation according to income category along with the portion of the need already satisfied from 2006-07 is shown in Table X-46.

**Table X-46**  
**Summary of Housing Needs by Income Category –**  
**2006-2014\***

Income Category	Total Need 2006-2014	Units Built 2006-07	Remaining Need 2008-2014
Very Low	1,777**	0	1,777
Low	1,445	0	1,445
Moderate	1,597	51	1,546
Above Moderate	3,159	184	2,975
<b>Total</b>	<b>7,978</b>	<b>235</b>	<b>7,743</b>

\*The RHNA analysis period is January 1, 2006 through June 30, 2014.

\*\*Of these, half (889) are assumed to be extremely-low-income

Sources: SCAG Final RHNA, 7/2007; County of Orange; Conexus

State law requires that jurisdictions adopt plans and policies to address their RHNA allocation. The County proposes to address its need through a variety of policies and programs that minimize constraints to the development of new housing and proactively assist in the development of housing for persons with low and moderate incomes. As discussed previously, one of the County's most important, but increasingly limited, resources for housing production is vacant buildable land.

In the discussion of land inventory (Section IV.B.1) it was seen that the unincorporated territory under the jurisdiction of the County has been reduced considerably over the past 20 years due to annexations and incorporations. Seven new cities in South County incorporated during this time and a number of major annexations occurred. Taken together, these jurisdictional changes resulted in a loss of over 60,000 acres of unincorporated territory.

The key implication of these jurisdictional realignments is that a far greater portion of new residential development in Orange County will take place within cities than has been the case in the past. During the last RHNA cycle (1998-2005), the Orange County unincorporated area was allocated 30% of the county's total new housing need (22,687 units out of 75,502 total). In the new RHNA cycle, Orange County unincorporated area represents only 9.7% of the county total. Since only one major new planned community remains to be developed in the unincorporated area (The Ranch Plan Planned Community), the County will continue to place major emphasis on infill development strategies in the urbanized unincorporated islands. This policy will require close cooperation with adjacent cities and surrounding neighborhoods to ensure that new development is compatible with the existing fabric of these communities. A key strategy of the County is to encourage housing on existing commercial sites, including underutilized sites along arterial highways, through application of the Housing Opportunities Overlay Zone. See Section IV-A and Appendix B for a detailed discussion on this topic.

### ***b. Goals***

- Goal 1.       An adequate supply of housing that varies sufficiently in cost, style, tenure, and neighborhood type to meet the economic and social needs of every existing and future resident of the county; and which provides sufficient housing opportunities to achieve a better jobs-housing balance for employees of businesses located in the unincorporated area.

### *c. Strategies and Actions*

Strategy 1a. Establish affordable housing production as one of the County's highest priorities.

*Action: Maintain and expand affordable housing as a priority for the County*

*Action: Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.*

*Action: The County's Affordable Housing Project Manager and OC Community Services staff will work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County's long-term viability and the programs to facilitate affordable housing.*

*Action: Aggressively pursue all state and federal housing grant funds for which the County is eligible.*

*Action: The County Planning Department will designate an "Affordable Housing Project Manager" who will be responsible for assisting affordable housing developers through the County's application review and approval process. The Project Manager will act as liaison between the developer and County staff to ensure that proposed projects are not unnecessarily delayed.*

*Action: Expand the Housing Opportunities Overlay Zone to include parcels conventionally zoned multi-family (i.e., R2, R3, R4 and RP) along arterial highways.*

*Action: Enhance the feasibility of affordable housing development by encouraging consolidation of smaller adjacent parcels through "graduated density zoning" that allows increased density when small parcel are consolidated into a single building site. To implement this action the Housing Opportunities Overlay Zone regulations will be amended by December 2011 to provide the following increases to base density (excluding density bonus) depending on parcel size:*

Parcel Size	Allowable Base Density*
Less than 0.50 acre	25 units/acre
0.50 acre to 0.99 acre	27.5 units/acre (10% increase)
1.00 acre or more	30 units/acre (20% increase)

\*Excluding density bonus

Strategy 1b. Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic segments, including Very-Low- and Extremely-Low-Income households, consistent with the County's quantified objectives.

*Action: Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (See Appendix B.)*

*Action: Encourage the provision of adequate sites at appropriate densities to accommodate affordable housing.*

*Action: To assist the development of housing for lower-income households on larger sites, the County will facilitate parcel maps and/or lot line adjustments resulting in parcel sizes that facilitate multifamily developments affordable to lower-income households in light of state, federal and local financing programs (i.e., 2-10 acres). The County will work with property owners and affordable housing developers to target and market the availability of sites with the best potential for development. In addition, the County will offer the following incentives for the development of affordable housing including but not limited to:*

- *expediting the approval process for parcel maps that include affordable housing units,*
- *ministerial (no public hearing) review of lot line adjustments,*
- *deferral of fees for projects affordable to lower-income households, if feasible,*
- *provide technical assistance to acquire funding, and*
- *modification of development standards.*

*Action: Establish affordable housing at the Extremely-Low-Income and Very-Low-Income levels as priorities in negotiating any future*

*development agreements, or renegotiating existing development agreements in accordance with the County's quantified objectives.*

*Action: Work with cities and LAFCO to ensure that new planned communities in sphere of influence areas provide adequate sites at appropriate densities for affordable housing. (See Appendix A.)*

Over the past several decades the majority of residential development in the unincorporated area has occurred in large planned communities such as Mission Viejo, Laguna Niguel, Rancho Santa Margarita, Aliso Viejo, Foothill Ranch, and Talega. Nearly all of these areas have been incorporated into new cities. The unincorporated area has one remaining large planned community known as The Ranch Plan, encompassing approximately 6,000 acres of developable land located in the southeastern portion of the county. A General Plan amendment, Planned Community Development Plan (zoning) and a development agreement were approved for this project by the Board of Supervisors in 2004. Since that time, the property owner has been working with the County to prepare detailed development and infrastructure plans. The approved zoning and development agreement allows 14,000 dwelling units and also requires the property owner to dedicate sites totaling 60 acres to the County for affordable housing development. The development timetable for The Ranch will be determined by the property owner based on financial and market conditions. Tentative subdivision maps and infrastructure plans are moving forward, although the current recession has significantly affected the development schedule. It is important to note that the 2006-2014 RHNA adopted by SCAG and approved by HCD assumed the availability of this property for development during the current planning period, and the County has granted all of the zoning and planning entitlements required for the owner to move forward with subdivision maps and improvement plans.

The property owner had projected a total of 6,160 dwelling units constructed during the planning period. This is 44% of 14,000, the total number of approved dwelling units for the Ranch Plan Planned Community. According to the provisions of the Affordable Housing Implementation Agreement, the number of affordable housing sites provided would be “commensurate with the overall pace of development.” It is the intent of this



Agreement that affordable housing projects would be constructed at the same time as adjacent market-rate projects to ensure a seamless residential neighborhood and to avoid any potential NIMBYism from residents of market-rate residential units.

The anticipated the construction of 44% of the total market-rate units by the end of the planning period and therefore the County can assume that the same percentage of projected 1,800 affordable housing units will be constructed as well. The County therefore assumes the potential for the construction of 792 affordable housing units in the Ranch Plan Planned Community during the planning period.

Because The Ranch Plan represents the most significant residential development opportunity in the unincorporated area, the County is committed to the following specific actions to facilitate its development.

- The County has designated the Manager, Planned Communities as the primary point of contact for the developer to expedite applications and resolve issues that may arise;
- The Director, OC Community Services/Housing is the primary designated contact for facilitating development of the sites to be dedicated for affordable housing;
- Affordable housing projects shall be approved administratively with no public hearing, and development sites will comply with the standards set forth in Government Code Section 65583.2(h), including a minimum density of 20 units/acre and a minimum of 16 units per site;
- The County will report annually to HCD and the Board of Supervisors regarding progress toward the development of The Ranch Plan and its affordable housing sites.

Strategy 1c. Work with cities, community organizations and neighborhood groups to facilitate redevelopment and infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.

*Action: Continue to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation by December 2011.*

- Strategy 1d. Ensure that the County’s policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.

*Action: Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production. DPRC policy and code amendment recommendations will be implemented within one fiscal year.*

- Strategy 1e. Pursue policy changes at the state level to remove barriers to the production of affordable housing.

*Action: Seek concurrence from the Department of Housing and Community Development that affordable units built in cities and assisted with County funds should be partially credited toward the County’s housing production for RHNA purposes in proportion to the amount of County funding.*

*Action: Aggressively pursue tax-exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.*

*Action: Support legislative reform to strengthen anti-NIMBY laws and to reduce the chilling effect of defect litigation on multi-family and condominium housing production.*

*Action: Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.*

- Strategy 1f. Ensure that family units are encouraged in new affordable housing development, particularly for large families.

*Action: Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed. Seek the goal that 10% of new rental units will be for large families.*

*Action: Continue to support County funding criteria to encourage the addition of large family units in new construction projects.*

*Action: Develop new financial and/or site standard incentives to encourage affordable housing developers to provide units for large families.*

*Action: Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of family units, and submit suggested actions to the DPRC for review.*

### **Issue 2: How can the County facilitate the rehabilitation and preservation of existing residential neighborhoods, especially affordable units?**

#### ***a. Discussion***

New construction represents a relatively small percentage of the unincorporated area's total housing inventory. The preservation and rehabilitation of the existing housing stock, especially affordable apartments, is essential in order for the County to meet its housing needs. Most of the housing in need of rehabilitation is located in the older unincorporated islands in North County. Of particular concern are assisted rental projects that are eligible to convert to market rate due to the expiration of agreements between the owners and government agencies.

The County participates in a variety of programs that provide assistance and incentives to property owners for carrying out needed repairs. Projects eligible to convert to market rate have also been evaluated for opportunities to extend existing commitments to maintain rents at affordable levels.

It is also recognized that mature areas such as northern Orange County require ongoing investment for the general maintenance and periodic replacement of infrastructure such as streets, sidewalks, water and wastewater systems, storm drains, street lights, landscaping and other public facilities in order to maintain the quality of residential neighborhoods. Without this public investment, residents and landlords may be discouraged from making needed repairs to their properties and gradual deterioration may occur. In addition to the County's General Fund, the federal CDBG program provides financing for infrastructure maintenance and replacement.

Many of the older unincorporated neighborhoods are located in "islands" within city spheres of influence. The Board of Supervisors has established a policy of working cooperatively with the cities and LAFCO to facilitate the annexation of these islands in a timely manner. Where possible, such annexations should be part of a comprehensive program to help revitalize these communities by upgrading substandard housing and other facilities such as streets, storm drains, sidewalks, parks and schools.

### ***b. Goals***

- Goal 2a        To conserve and improve the condition of the existing housing stock, especially affordable housing.
- Goal 2b        Work cooperatively with cities and LAFCO to facilitate the annexation and revitalization of urbanized unincorporated islands.

### ***c. Strategies and Actions***

- Strategy 2a.    Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.

*Action: Continue to use redevelopment agency housing set-aside funds, federal HOME funds, and other available funding to finance housing rehabilitation.*

- Strategy 2b.    Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.

*Action: Continue to monitor projects with expiring affordability covenants and take appropriate action to preserve these affordable units whenever possible.*

*Action: Allocate and support potential sources of funds for mortgage refinancing, acquisition and rehabilitation including gap funding for nonprofit housing developers as intermediaries and for rental subsidy assistance for tenants of at-risk units.*

*Action: Continue to assist owners or purchasers of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for augmented and/or extended affordability controls. Annually contact owners of at-risk units to gauge interest, provide a list of resources available for refund and negotiate terms on a project-by-project basis.*

- Strategy 2c.    Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.

*Action: Continue the County's code enforcement and graffiti removal programs.*

*Action: Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.*

*Action: Continue to participate in the CDBG program.*

*Action: Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.*

*Action: Review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation.*

Strategy 2d. Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.

*Action: Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Zoning Code Sec. 7-9-147).*

### **Issue 3: How can the County ensure equal housing opportunities and prevent housing discrimination?**

#### ***a. Discussion***

Equal housing opportunity is a fundamental right of all Americans. Federal and state fair housing laws make discrimination illegal, but enforcement action is sometimes necessary to ensure that existing laws are upheld. Existing federal law also requires new buildings to make reasonable accommodation for persons with disabilities.

#### ***b. Goals***

Goal 3. To promote equal housing opportunities for all persons without discrimination on the basis of race, religion, ethnicity, sex, age, marital status, disability, or household composition.

**c. Strategies and Actions**

Strategy 3a. Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.

*Action: Provide financial assistance from CDBG funds or other sources to fair housing organizations.*

Strategy 3b. Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.

*Action: Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices.*

*Action: Continue to work with the Orange County Fair Housing Council to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and FHC offices, as well as public libraries.*

Strategy 3c. Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.

*Action: Continue to enforce building code provisions requiring accessible design.*

*Action: Adopt a reasonable accommodation ordinance by July 2009.*

**Issue 4: How can the County help persons in need of housing assistance?****a. Discussion**

While most direct housing assistance is funded by federal or state programs, the County can help its residents by providing information on available programs, by assisting with program administration, or by providing additional financial assistance. One of the best known such programs is the Section 8 Rental Assistance Program, which provides rent subsidies to low-income households. This program is administered locally by the Orange County Housing Authority

for the unincorporated area and all cities except Anaheim, Garden Grove and Santa Ana.

Recent changes in state housing element law require jurisdictions to establish quantified objectives for Extremely-Low-Income households (i.e., those with incomes less than 30% of the county median, or about \$25,000 per year), and this income group has been a priority for community organizations such as the Kennedy Commission. The County recognizes the importance of addressing the needs of all economic segments of the population, including the Extremely Low category. The Section 8 Rental Assistance Program has been the County's primary means for serving this group in the past. It is encouraging that new state funding will create additional opportunities for this income group, both in new construction and rehabilitation, under the Multifamily Housing Program. The County's OC/Community Resources is working with affordable housing builders to aggressively compete for these funds.

As in other urban areas of the nation, there are a significant number of persons in need of emergency shelter in Orange County. While numerous programs are available to provide shelter and services for the County's homeless, significant gaps exist in every component of the region's service delivery system. Housing facilities for homeless persons and families with special needs, eligible renewal projects, transitional housing, and supportive services programs were identified as high priority projects/needs for the current Continuum of Care Homeless Assistance Grant application.

### ***b. Goals***

- Goal 4.1       Assist low-income persons in obtaining financial aid.
- Goal 4.2.      Assist persons in need of temporary housing in obtaining short-term accommodations.

### ***c. Strategies and Actions***

- Strategy 4a:   Encourage affordable housing opportunities for households with incomes less than 30% of area median income (AMI), with a goal of creating 307 additional opportunities countywide by 2014.

*Action: Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.*

*Action: Continue the goal of producing units affordable at or below 30% area median income (AMI) in the County's Rental Housing Notice of Funding Availability (NOFA).*

*Action: Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% area median income (AMI).*

- Strategy 4b. Provide information and financial assistance to help low- and moderate-income households in obtaining affordable housing.

*Action: Continue the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.*

*Action: Continue to publish the Housing Referral Directory*

- Strategy 4c. Ensure that all affordable housing assisted with public funds remains affordable for the required time period, and recapture public funds when directly subsidized units are prematurely sold or otherwise withdrawn from the subsidizing program.

*Action: Monitor all bond-financed and other subsidized projects annually to verify compliance with affordability covenants.*

- Strategy 4d. Continue to support the existing programs that address the needs of those in need of temporary and transitional housing.

*Action: Continue to provide assistance as described in the County's Continuum of Care program.*

*Action: Identify additional sites that are now available or easily made available for transitional shelters for homeless persons and families.*

*Action: Amend the Zoning Code within one year of Housing Element adoption to establish a definition and clarify that Transitional and Supportive Housing is a residential use subject to the same requirements and procedures as other residential uses of the same type in the same zoning district, pursuant to Senate Bill 2 of 2007.*

*Action: Amend the Zoning Code within one year of Housing Element adoption to allow emergency shelters without a conditional use permit or other discretionary permit in the commercial and industrial portions of the Housing Opportunities Overlay Zone subject to appropriate development standards*



*pursuant to Government Code Sec. 65583.a.4. These areas encompass approximately 177 acres of land, are served by transit and other facilities, and can accommodate at least one emergency shelter. The regulations shall provide that development and management standards for emergency shelters are the same as those that apply to residential or commercial development within the same zone except that written, objective standards shall also include the following:*

- (i) Maximum number of beds or persons permitted to be served nightly by the facility;*
- (ii) Off-street parking based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone;*
- (iii) Size and location of exterior and interior onsite waiting and client intake areas;*
- (iv) Provision of onsite management*
- (v) Proximity to other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart;*
- (vi) Length of stay;*
- (vii) Lighting*
- (viii) Security during hours that the emergency shelter is in operation.*

### **Issue 5: How can the County encourage energy conservation in existing and future residential developments?**

#### ***a. Discussion***

State law requires that jurisdictions analyze opportunities for energy conservation in residential development as part of their Housing Element review process. Controlling energy costs is one important component of the larger housing affordability issue.

### ***b. Goals***

Goal 5: Reduce residential energy use within the County.

### ***c. Strategies and Actions***

Strategy 5a. Encourage the use of energy conservation features in residential construction, remodeling and existing homes.

*Action: Continue to require new construction and remodeling projects to meet energy conservation requirements.*

*Action: Provide information regarding energy efficiency measures in the Orange County Housing Opportunities Manual.*

*Action: Provide clients with information regarding “CalGreen” – California’s Green Building Code.*

Examples include:

Replace old refrigerators - New refrigerators use significantly less energy than older models. A program sponsored by Southern California Edison (SCE) allows customers to recycle their refrigerators without costs. SCE will pick-up refrigerators and freezers that are older than 10 years of age and pay all charges associated with the recycling of the unit. Some customers may also be eligible to receive a new replacement refrigerator provided by SCE.

Weatherproofing - Weatherproofing strategies such as attic insulation, weather stripping and caulking for air leaks reduce energy costs by increasing efficiency. SCE residents living in a home or apartment with permanently installed electric space heating, may be eligible for free weatherproofing services.

Lighting - Energy-efficient compact fluorescent light bulbs (CFB) operate at cooler temperatures, use 70% less power and last eight to ten times longer than incandescent bulbs. SCE customers may be eligible for several free fluorescent bulbs and outdoor lighting fixtures if existing fixtures will not accept a CFB.

Cooling - Evaporating (or “swamp”) coolers can lower air conditioning costs by using the natural cooling effect of evaporating water to lower temperatures of hot, dry outside air before circulating it inside the home.

Interruptible Service Program - SCE offers customers an opportunity to lower rates, provided residents decrease electricity usage. The Interruptible Service Program provides electricity for less than what would otherwise be charged. In return, residents agree to curtail electricity consumption during those periods when total demand could exceed generating capacity.

### **Issue 6: How can the County increase the availability of child care facilities to lower-income families?**

#### ***a. Discussion***

Many lower-income families face challenges finding child care. The County can encourage the provision of child care facilities in new affordable housing developments by reducing regulatory barriers to such facilities in the Housing Opportunities Overlay Zone. Qualifying affordable developments are currently allowed by-right (i.e., no conditional use permit) in the Overlay Zone. However, under existing rules, a proposed project that includes a child care facility is required to obtain a conditional use permit. This could adversely affect the feasibility of the project, and have the unintended consequence of discouraging the inclusion of child care facilities in new developments. An amendment to the Zoning Code and Housing Overlay Zone is proposed to remove this obstacle to new child care facilities.

A revision to the Housing Opportunities Overlay Zone regulations will allow the provision of a child care facility or family day care home in each development without the requirement for a discretionary permit. Provision of a child care facility or designation of a family day care home would be at the discretion of each developer and would not be a requirement in the Overlay Zone regulations. The provision of a child care facility on the premises would make the project eligible for an additional density bonus or incentive which could increase the project's financial feasibility.

The developer of an affordable housing project could elect to include in the development a child care facility that would be set aside exclusively for that use. If a density bonus or incentive is granted as a result of the provision of this facility, the developer must abide by the requirements set forth in density bonus law regarding the operation of the facility for the entire affordability period. The Overlay Zone regulations would further require that the facility be reserved for use by residents only and that the facility meet all applicable State laws including

size, outdoor play areas and number of children. The facility could be operated either by the developer or by a State-licensed provider under contract to the developer.

A housing development that lacks the space in the development for a separate facility could still provide child care through the designation of a family day care home. This type of day care provider is home-based and would also be required to be State-licensed and to meet all applicable State laws regarding family day care regarding size, outdoor play areas and number of children. The designation of a family day care home does not meet the criteria set forth in density bonus law and therefore the development would not be eligible for an additional density bonus or incentive.

**b. Goals**

Goal 6. To encourage the provision of child care facilities in new affordable housing developments.

**c. Strategies and Actions**

Strategy 6. Amend existing regulations to remove regulatory obstacles for new child care facilities within affordable housing developments.

*Action: Both the Zoning Code and Housing Opportunities Manual will be amended to allow the provision of child care in affordable housing developments utilizing the Housing Opportunities Overlay Zone program. The County's Child Care Coordinator will assist in the development of the criteria and requirements for child care facilities and family day care homes. All conditions and requirements applied to this use will be delineated in the Affordable Housing Agreement entered into between the County and developer for each affordable housing development.*

**Action Plan Summary**

Table X-47 provides a summary of the Housing Action Plan, including identification of responsible parties, objectives, and implementation schedules. The purpose of this table is to add specifics to the goals, strategies and actions identified above, to include anticipated time frames. Many of these details emanate from the results of analysis presented in Sections III and IV. Additional details related to several programs are also found in Appendices A through C.

## CHAPTER X – HOUSING ELEMENT

**Table X-47  
Action Plan Summary**

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
<b>1 New Housing Production</b>					
Strategy 1a. Establish affordable housing production as one of the County's highest priorities.	Maintain and expand affordable housing as a priority for the County	OC Planning, OC Community Resources, County Executive Office (CEO)	General Fund		2008-2014
	Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.	OC Planning, OC Community Resources	State and federal grants Redevelopment set-aside Bond financing	See Table VI-3	2008-2014
	Work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County's long-term viability.	OC Community Resources, OC Planning (Affordable Housing Project Manager)	General Fund State & federal grants	Increase public awareness of the importance of affordable housing to the County's long-term viability.	2008-2014
	Aggressively pursue all state and federal housing grant funds for which the County is eligible.	OC Community Resources	General Fund State and federal grants	Continue to participate in existing programs (e.g., HOME) and submit applications for all new programs for which the County is eligible.	2008-2014
	The County Planning Department will designate an "Affordable Housing Project Manager" who will be responsible for assisting affordable housing developers through the County's application review and approval process. The Project Manager will act as liaison between the developer and County staff to ensure that proposed projects are not unnecessarily delayed.	OC Planning	General Fund	Expedite affordable housing development applications.	2008 (Completed)

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
	Expand the Housing Opportunities Overlay Zone to include parcels conventionally zoned multi-family (i.e., R2, R3, R4 and RP) along arterial highways.	OC Planning	General Fund	Create an additional 54 acres of affordable housing opportunity sites.	Completed January 2009
	Create incentives for consolidation of small adjacent parcels by allowing "graduated" density increases for larger parcels resulting in base densities up to 30 units/acre excluding density bonus.	OC Planning	General Fund	Amend the Housing Opportunities Overlay Zone to incorporate graduated density increases.	December 2011
Strategy 1b. Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic segments consistent with the County's quantified objectives.	Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (see Appendix B)	OC Planning	General Fund Development fees	Designate one affordable housing site at each new major intersection.	See Appendix B
	Encourage the provision of adequate sites at appropriate densities to accommodate affordable housing.	OC Planning	General Fund Development fees	That each new planned community provide sufficient sites at appropriate densities to achieve the objectives of the Housing Opportunities Program, i.e., 10% Low, 10% Moderate I and 5% Moderate II.	2008-2014
	Establish affordable housing at the Very-Low-Income level as a priority in negotiating any future development agreements, or renegotiating existing development agreements.	OC Planning	General Fund Development fees	That all new or renegotiated developments include the provision of very-low-income housing	2008-2014
	Work with cities and LAFCO to ensure that new planned communities in sphere of influence areas provide adequate sites at appropriate densities for affordable housing. (See Appendix A)	OC Planning CEO	General Fund	That all projects within city spheres of influence provide affordable housing in proportion to the County's overall quantified objectives.	2008-2014

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
	To assist the development of housing for lower-income households on larger sites, the County will facilitate parcel maps and/or lot line adjustments resulting in parcel sizes that facilitate multifamily developments affordable to lower-income households in light of state, federal and local financing programs (i.e., 2-10 acres). The County will work with property owners and affordable housing developers to target and market the availability of sites with the best potential for development. In addition, the County will offer incentives for the development of affordable housing.	OC Planning; OC Community Resources	General Fund State and federal grants Redevelopment set-aside	Facilitate development of large parcels for affordable housing.	Throughout the planning period.
Strategy 1c. Work with cities, community organizations and neighborhood groups to facilitate redevelopment and infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.	Continue to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation. (See Appendix C.)	OC Planning; OC Community Resources; LAFCO	General Fund State and federal grants Redevelopment set-aside	Develop revitalization and annexation plans for 3 priority areas	Revitalization & annexation plans submitted by December 2011.
Strategy 1d. Ensure that the County's policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.	Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production.	OC Planning	General Fund	Continue to hold DPRC meetings on a monthly basis	Ongoing DPRC meetings; Policy and code amendment recommendations implemented within 1 fiscal year.
	Amend the Zoning Code provisions regarding second units in conformance with state law (AB 1866).	OC Planning	General Fund	Conformance with AB 1866	Completed 2006
Strategy 1e. Pursue policy changes at the state level to remove barriers to the production of affordable housing.	Seek concurrence from the Department of Housing and Community Development that affordable units built in cities and assisted with County funds should be partially credited toward the County's housing production for RHNA purposes in proportion to the amount of County funding.	OC Community Resources OC Planning	General Fund	Seek concurrence from state HCD that new units assisted with County funds shall be credited to the County in proportion to the level of funding assistance, and if necessary, propose legislative action.	Ongoing

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
	Aggressively pursue tax-exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.	OC Community Resources CEO	General Fund State & federal grants	Obtain a proportionate share of bond and LIHTC allocations for unincorporated Orange County.	2008-2014 (ongoing as NOFAs and other funding notifications are issued)
	Support legislative reform to strengthen anti-NIMBY laws and to reduce the chilling effect of defect litigation on multi-family and condominium housing production.	OC Community Resources OC Planning CEO	General Fund	Add these items to the County's legislative agenda	2008-2014
	Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.	OC Planning	General Fund	Add this item to the County's legislative agenda	2008-2014
Strategy 1f. Ensure that family units are encouraged in new affordable housing development, particularly for large families.	Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed. Seek the goal that 10% of new rental units will be for large families.	OC Planning OC Community Resources	General Fund	10% of new rental units for large families.	2008-2014
	Continue to support County funding criteria to encourage the addition of large family units in new construction projects.	OC Community Resources	General Fund	10% of new rental units for large families.	2008-2014
	Develop new financial and/or site standard incentives to encourage affordable housing developers to provide units for large families.	OC Planning, OC Community Resources	General Fund State & federal grants	10% of new rental units for large families.	2010-2011 - develop and adopt incentive
	Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of family units, including current standards for traffic maintenance, parking ratios or other potential development standards, and submit suggested actions to the DPRC for review.	OC Planning OC Community Resources	General Fund	10% of new rental units for large families.	2008-2014
<b>2. Rehabilitation and Preservation of Existing Neighborhoods</b>					
Strategy 2a. Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.	Continue to use redevelopment agency housing set-aside funds, federal HOME funds, and other available funding to finance housing rehabilitation.	OC Community Resources	State & federal grants Redevelopment set-aside	See Table VI-4, Quantified Objectives	2008-2014



## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
Strategy 2b. Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.	Continue to monitor projects with expiring affordability covenants and take appropriate action to preserve these affordable units whenever possible.	OC Community Resources	State & federal grants Redevelopment set-aside General Fund	Contact each owner of projects eligible to convert on an annual basis and negotiate terms to preserve affordability	2008-2014
	Allocate and support potential sources of funds for mortgage refinancing, acquisition and rehabilitation including gap funding for nonprofit housing developers as intermediaries and for rental subsidy assistance for tenants of at-risk units.	OC Community Resources	State & federal grants Redevelopment set-aside	Preserve affordability of at-risk units	2008-2014
	Continue to assist owners or purchasers of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for augmented and/or extended affordability controls. Annually contact owners of at-risk units to gauge interest, provide a list of resources available for refund and negotiate terms on a project-by-project basis.	OC Community Resources	State & federal grants Redevelopment set-aside	Preserve affordability of at-risk units	2008-2014
Strategy 2c. Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.	Continue the County's code enforcement and graffiti removal programs.	OC Planning	State & federal grants General Fund Redevelopment set-aside	Continue to fund and operate existing program.	2008-2014
	Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program (CIP).	OC Planning CEO	State & federal grants General Fund Redevelopment set-aside	Provide funding in the CIP for needed infrastructure maintenance	2008-2014
	Continue to participate in the CDBG program.	OC Community Resources	CDBG	Submit applications to HUD as needed	2008-2014
	Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.	OC Community Resources	State & federal grants General Fund Redevelopment set-aside	See Table VI-4, Quantified Objectives	2008-2014
	Review unincorporated islands and identify three priority areas with the highest potential for affordable housing development.	OC Planning OC Community Resources	General Fund State & federal grants Redevelopment set-aside	Develop revitalization and annexation plans for 3 priority areas	2011-2012

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Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
Strategy 2d. Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.	Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Code Sec. 7-9-147).	OC Planning	General Fund	Ensure compliance with code	2008-2014
<b>3. Equal Housing Opportunity</b>					
Strategy 3a. Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.	Provide financial assistance from CDBG funds or other sources to fair housing organizations.	OC Community Resources	State & federal grants	Continue to fund fair housing organizations at existing levels	2008-2014
Strategy 3b. Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.	Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices.	OCHA	General Fund	Continue to provide information of fair housing practices	2008-2014
	Continue to work with the Orange County Fair Housing Council to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and FHC offices, as well as public libraries.	OC Community Resources	General Fund	Continue to provide information of fair housing practices	2008-2014
Strategy 3c. Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.	Continue to enforce building code provisions requiring accessible design.	OC Planning	Development fees	Ensure code compliance	2008-2014
<b>4. Assistance to Persons in Need</b>					
Strategy 4a. Encourage affordable housing opportunities for households with incomes less than 30% of area median income (AMI), with a goal of creating 2000 additional opportunities countywide by 2014.	Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.	OC Community Resources	Federal grants	Up to 2000 additional units by year 2014.	2008-2014
	Continue the goal of producing units affordable at or below 30% AMI in the County's Rental Housing NOFA.	OC Community Resources	Federal & state grants	Up to 2000 additional units by year 2014.	2008-2014

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Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
	Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% AMI.	OC Planning	General Fund	2000 additional units by year 2014.	2008-2014
Strategy 4b. Provide information and financial assistance to help low- and moderate-income households in obtaining affordable housing.	Continue the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.	CEO	Bond issues	Continue program at current levels or increase allocations if possible.	2008-2014
	Continue to publish the Housing Referral Directory	OC Community Resources	State & federal grants	Continue to publish directory annually	2008-2014
Strategy 4c. Ensure that all affordable housing assisted with public funds remains affordable for the required time period, and recapture public funds when directly subsidized units are prematurely sold or otherwise withdrawn from the subsidizing program.	Monitor all bond-financed and other subsidized projects annually to verify compliance with affordability covenants.	CEO	Bond issues	Verify compliance annually	2008-2014
Strategy 4d. Continue to support the existing programs that address the needs of those in need of temporary and transitional housing.	Continue to provide assistance as described in the County's Continuum of Care program.	OC Community Resources CEO	State & federal grants	Continue current level of assistance	2008-2014
	Identify additional sites that are now available or easily made available for transitional shelters for homeless persons and families.	OC Community Resources CEO OC Planning	State & federal grants General Fund	Provide an informational guide for non-profit developers identifying suitable locations for transitional shelters and available sources of funding assistance.	Annual updates
	Amend the Zoning Code to establish a definition and clarify that Transitional and Supportive Housing is a residential use subject to the same requirements and procedures as other residential uses of the same type in the same zoning district.	OC Planning	General Fund	Zoning Code amendment	December 2011
	Amend the Zoning Code to include emergency shelters as a permitted use by-right in the commercial and industrial portions of the Housing Opportunities Overlay Zone subject to appropriate development standards per SB 2.	OC Planning	General Fund	Zoning Code amendment	December 2011

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Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Schedule
<b>5. Energy Conservation</b>					
Strategy 5a. Encourage the use of energy conservation features in residential construction, remodeling and existing homes.	Continue to require new construction and remodeling projects to meet energy conservation requirements.	OC Planning	CDBG Utilities General Fund	Minimize residential energy and water use.	2008-2014
	Action: Provide information regarding energy efficiency measures in the Orange County Housing Opportunities Manual.	OC Planning	General Fund	Publicize available assistance programs through County website and flyers	2008-2014
	Action: Provide clients with information regarding "CalGreen" – California's Green Building Code.	OC Planning	General Fund	Provide information through County website and flyers	2008-2014
<b>6. Child Care Facilities</b>					
Strategy 6. Amend existing regulations to remove regulatory obstacles for new child care facilities within affordable housing developments	Both the Zoning Code and Housing Opportunities Manual will be amended to allow the provision of child care in affordable housing developments utilizing the Housing Opportunities Overlay Zone program. The County's Child Care Coordinator will be invited to assist in the development of the criteria and requirements for child care facilities and family day care homes. All conditions and requirements applied to this use will be delineated in the Affordable Housing Agreement entered into between the County and developer for each affordable housing development.	OC Planning	General Fund	Amend the Zoning Code and Housing Overlay Zone to reduce regulatory barriers to child care facilities.	Completed January 2009

## **Quantified Objectives**

### ***1. New Construction***

The County's quantified objectives for new construction for each program during the new planning period are shown in Table X-48. It should be noted that achievement of these objectives will be dependent on many factors beyond the County's control, such as funding availability, interest rates and general economic conditions.

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**Table X-48**  
**New Construction –**  
**Quantified Objectives Summary 2006-2014\***

Program	Extremely Low	Very-Low	Low	Moderate	Above Moderate	Total
Objective	307	393	393	1,597	3,159	5,849
RHNA	0	1,777	1,445	1,597	3,159	7,978

\* Per the RHNA period

Note: Assumes a total of \$78 million of funding assistance and an average of \$65,000 per unit subsidy.

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### ***2. Rehabilitation***

Table X-49 shows the County's quantified objectives for rehabilitation programs by income category.

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**Table X-49**  
**Rehabilitation -**  
**Quantified Objectives Summary, 2008-2014**

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate	TOTAL
Owner-Occupied Rehabilitation		10	20	25	-	55
Manufactured Housing		90	95	80	0	265
<b>TOTALS</b>		<b>100</b>	<b>115</b>	<b>105</b>	<b>0</b>	<b>220</b>

Source: OC Community Resources, 2008

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**3. *Preservation/Assistance***

The County's objectives for preservation and assistance programs are shown in Table X-50.

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**Table X-50**  
**Preservation and Assistance –**  
**Quantified Objectives Summary, 2008-2014**

Program	Extremely Low	Very-Low	Low	Moderate	Above Moderate	TOTAL
Shelter Plus Care <sup>1</sup>	576	24				600
Section 8 Rental Assistance <sup>1</sup>	8,200	1,800				10,000
Preservation of At-Risk Rental Units <sup>1</sup>	100	100				200
<b>TOTALS</b>	<b>8,876</b>	<b>1,924</b>				<b>10,800</b>

<sup>1</sup>CountywideSource: OC Community Resources

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## **Appendix A – Evaluation of the 2000 Housing Element**

Section 65588(a) of the *Government Code* requires that jurisdictions evaluate the effectiveness of the existing Housing Element, the appropriateness of goals, objectives and policies, and the progress in implementing programs for the previous planning period. This appendix contains a review the housing goals, policies, and programs of the previous Housing Element and evaluates the degree to which these programs have been implemented during the previous planning period, 2001 through 2008<sup>10</sup>. The findings from this evaluation have been instrumental in determining the County's 2008 Housing Implementation Program.

### **A. Program Evaluation**

Table A-1 summarizes the County's accomplishments in implementing the programs contained in the previous Housing Element. Table A-2 shows units built from January 1, 2006 through December 2009. These units are credited toward the RHNA for the new planning period. Second units and market-rate apartments have been assigned to the low-income category based on prevailing rents (see Tables X-18 and X-20 in Chapter 2). Lower-income units with affordability covenants built or approved since January 1, 2006 are reported in Table B-1.

Tables A-3 and A-4 summarize the County's progress in meeting the quantified objectives from the previous Housing Element. For new construction, only units with affordability covenants have been included in the very-low and low categories.

### **Housing Opportunities Overlay Zone**

The County's Housing Opportunities Overlay Zone allows multi-family residential development by-right at a density of 25 units per acre, excluding density bonus. The Overlay Zone regulations have been in effect since February 2006. Since that time, two multi-family affordable projects (Summercrest and Palm Crest Apartments) have been approved under the Overlay Zone regulations (see Table B-1 for project details). In order to encourage use of Overlay Zone development opportunities, Implementation Action 1a. calls for expansion of the Overlay Zone to include parcels conventionally zoned for multi-family (i.e., R2, R3, R4 and RP) along arterial highways. The Zoning Code amendment for this expansion was adopted by the Board of Supervisors on December 9, 2008.

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<sup>10</sup> The original planning period for the previous Housing Element was 2001-2005, however the deadline for 2005 updates in the SCAG region was extended by the state legislature to June 30, 2008. Evaluation data is provided through the end of 2007 since that was the latest data available prior to preparation of this 2008 Housing Element.



### **B. Progress in Meeting Quantified Objectives**

Tables A-2 through A-4 summarize the County’s progress in meeting the quantified objectives from the previous Housing Element.

**Appendix A – Evaluation of the 2000 Housing Element**  
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**Table A-1**  
**Housing Element Program Evaluation**  
**County of Orange –**  
**2001 – 2007**

Strategy	Action	Update on Accomplishments
<b>1. New Housing Production</b>		
<b>Strategy 1a.</b> Establish affordable housing production as one of the County's highest priorities. (New, consistent with Board policy)	Maintain and expand affordable housing as a priority for the County as evidenced by the Board of Supervisors' adoption on December 5, 2000 of the Strategic Financial Plan allocating up to \$34.8 million of General Fund revenue to help leverage other sources of funding for affordable housing. (New, consistent with Board policy)	<p>From 2000 to 2007, the Board of Supervisors has made affordable housing a top strategic priority. Since 1999, the County of Orange Housing and Community Services Department (HCS) has committed gap financing for the creation of 2,024 new affordable housing units in Orange County.</p> <p>In 2001, the County Board of Supervisors approved a policy under the Rental Housing NOFA to require each development to have a minimum of 10% of units at 30% of the Area Median Income (AMI). In 2002, the County increased the NOFA affordability requirement to 20% of units at 30% AMI for all senior housing developments.</p> <p>As an incentive, the per-unit subsidy limits were also increased for multifamily housing developments.</p> <p>To expand affordable rental housing production, the Board of Supervisors also set-aside \$5 million in single family housing revenue bonds to finance multifamily housing developments.</p>
	Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.	County Zoning Code Section 7-9-140, "Affordable Housing/Senior Citizen Incentive Use Permit," provides incentives for the development of either affordable housing and/or senior housing projects. One project, Jackson Aisle in Midway City, was approved in the 2001-2005 period under this provision.
	Work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County's long-term viability.	<p>The County continues to work cooperatively with numerous agencies and organizations, including but not limited to:</p> <ul style="list-style-type: none"> <li>- 34 cities (13 in the Urban County for CDBG, and 32 cities that are serviced by the Orange County Housing Authority)</li> <li>- City of Westminster - Collaboration with the City to develop a County-owned parcel for affordable rental housing, serving seniors and families. On July 1, 2003, the Board of Supervisors approved a disposition and development agreement to sell the parcel to the developer and to provide \$715,000 in permanent financing for the project. As part of the DDA, 75% of the units are for very low income and 25% for low income. Additionally, 20% of units are affordable at 30% AMI for the senior housing component. The parcel was sold in February 2004, and construction was completed in May 2005.</li> <li>- Non-profit and for-profit housing developers.</li> <li>- Public comments to the California Tax Credit Allocation Committee (TCAC)</li> <li>- Public comments to the California Debt Limit Allocation Committee (CDLAC)</li> </ul>

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Strategy	Action	Update on Accomplishments
		<ul style="list-style-type: none"> <li>- The Grand Jury</li> <li>- The Kennedy Commission</li> <li>- Southern California Association of Non-profit Housing (SCANPH)</li> </ul>
	Aggressively pursue all state and federal housing grant funds for which the County is eligible.	The following sources were secured by HCS:- State HCD CalHome funds - secured \$1.5 million for low income first-time homebuyers & owner-occupied rehab.- HIRE Program - closed 6 loans totaling \$1.4 million- County 15U funds - \$5 million in single-family bond refinancings set-aside for multifamily rental housing- Extra Credit Teacher Program - from 2000 thru 2001, closed 36 loans totaling \$6,543,074- Jobs/Housing Balance Incentive Funds- Mental Health Services Act (MHSA) FundsAdditionally, as of 2007, more than \$333 million in local, private, federal, and state funds has been leveraged for new affordable rental housing and homeownership programs. This successful leveraging effort was made possible by partnering with cities providing matching funds; new collaborations and existing partnerships with non-profit and for-profit developers; historic levels of public and private lender participation; aggressive marketing that has increased developer contacts from 100 to 800; and with expedited 45 day underwriting schedules, HCS has helped new developments to be competitive with the private market and competitive funding sources.
<b>Strategy 1b.</b> Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic segments consistent with the County's quantified objectives.	Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (see Appendix B)	<p>The Ranch Plan - As part of a Development Agreement with the County, 60 acres of land are dedicated for affordable rental housing.</p> <p>The Ranch Plan also includes the provision of 6,000 senior housing units as a component of the total 14,000 residential dwelling units. The Plan includes 251 acres of Urban Activity Center, which provides opportunities for high density residential projects or mixed uses. These sites are located along potential alignments for the Foothill Transportation Corridor.</p>
	Review new planned communities for the possibility of providing adequate sites, or the means to acquire adequate sites, at appropriate densities for affordable housing.	(See Strategy 1.b. above)
	Establish affordable housing at the Very-Low-Income level as a priority in negotiating development agreements for new planned communities, or renegotiating existing development agreements.	<p>The Ranch Plan- As part of a Development Agreement with the County of Orange, 60 acres of land are dedicated for affordable rental housing. No units have yet been built as yet.</p> <p>Tonner Hills, Newport Coast and Rolling Hills planned communities were also obligated to provide affordable housing as a requirement of their development approvals. These projects have all been annexed to adjacent cities (Brea, Newport Beach and San Clemente respectively) and the number of affordable units built is not known as the records have been turned over to the cities.</p>
	Work with cities and LAFCO to ensure that new planned communities in sphere of influence areas provide adequate sites at appropriate densities for affordable housing. (See Appendix A)	The County continues to work with LAFCO to ensure the reasonable transfer of RHNA responsibility to annexed and/or incorporated areas.

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Strategy	Action	Update on Accomplishments	
<b>Strategy 1c.</b> Work with cities, community organizations and neighborhood groups to facilitate redevelopment and infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.	Review unincorporated islands and identify three priority areas with the highest potential for affordable housing development and annexation and commence discussions between County staff, adjacent cities, LAFCO and community groups with the objective of developing cooperative revitalization and annexation plans for those areas by June 30, 2002. (See Appendix C.)	The County continues to work with LAFCO to ensure the reasonable transfer of RHNA responsibility to annexed and/or incorporated areas.	
<b>Strategy 1d.</b> Ensure that the County's policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.	Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production.	The County meets monthly with the DPRC to review, discuss and implement development policies that will ensure the timely implementation of development projects.	
<b>Strategy 1e.</b> Pursue policy changes at the state level to remove barriers to the production of affordable housing.	Seek concurrence from the Department of Housing and Community Development that affordable units built in cities and assisted with County funds should be partially credited toward the County's housing production for RHNA purposes in proportion to the amount of County funding.	Cities \$21,479,180 1,412 units	Unincorporated Areas \$14,239,571 612 units
	Aggressively pursue tax -exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.	The County has required developers to pursue both tax credit and tax-exempt bond financing. In the past five-years developments in Orange County have received \$59.6 million in tax credits and \$305 million in tax-exempt bond financing. In recent years, the County has aggressively pursued changes in the tax credit regulations to make sure Orange County receives a fair share allocation. This has included initiation and support of the "Balanced Communities" concept to value affordable housing in master planned communities as well as a banking provision to ensure Orange County can rely on future allocations to be saved for a period of time in order to allow for timing of projects.	
	Support legislative reform to strengthen anti-NIMBY laws and to reduce the chilling effect of defect litigation on multi-family and condominium housing production.	See Legislative Agenda	
	Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.	The County has a long history of concurrently processing CEQA documentation with development projects as a means of streamlining the development process.	

## Appendix A – Evaluation of the 2000 Housing Element

### CHAPTER X – HOUSING ELEMENT

Strategy	Action	Update on Accomplishments
<b>Strategy 1f.</b> Ensure that family units are encouraged in new affordable housing development, particularly for large families.	Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed. Seek the goal that 10% of new rental units will be for large families.	The Ranch Plan - The County negotiated a Development Agreement that would permit the appropriate types of land uses on the 60 acres of land dedicated for affordable rental housing, that would allow for the provision of rental units for large families.  City of Westminster - The development of a County-owned parcel for affordable rental housing, serving seniors and families (75% of the units for very low income and 25% for low income). Additionally, 20% of units are affordable at 30% AMI for the senior housing component. On July 1, 2003, the Board of Supervisors approved a disposition and development agreement (DDA) to sell the parcel to the developer and to provide \$715,000 in permanent financing for the project. As part of the County NOFA, the parcel was sold in February 2004, and construction was completed in May 2005.
	Revise County funding criteria to encourage the addition of large family units in new construction projects.	As an incentive, the County's Rental Housing NOFA per-unit subsidy limits were increased for family developments. One project – Jackson Aisle in Midway City – was assisted under this program.
	Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of family units, including current standards for traffic maintenance, parking ratios or other potential development standards, and submit suggested actions to the DPRC for review.	Planning and Development Services (PDS) continues to coordinate with Housing and Community Services (HCS) to implement on a case by case basis appropriate modified development standards to support affordable housing.  A variety of incentives have been provided to affordable projects, including density bonus, reduced parking and setbacks, and cash subsidies.
<b>2. Rehabilitation and Preservation of Existing Neighborhoods</b>		
<b>Strategy 2a.</b> Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.	Continue to use redevelopment agency housing set-aside funds, federal HOME funds, and other available funding to finance housing rehabilitation.	The County has utilized redevelopment, HOME, CDBG and other funding in the past five-years to assist 203 low-income and very-low income homeowners with housing rehabilitation.
<b>Strategy 2b.</b> Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.	As part of this Housing Element Update effort, the County has prepared an inventory of units eligible to convert to market rate during the next 10 years. (see Housing Element Section IV.B.2) The County will monitor these projects and take appropriate action to preserve these affordable units whenever possible.	The County has worked with California Housing Partnership Corporation (CHPC) to inventory preservation deals in Orange County that are at "high" risk of converting to market-rate. Additionally, the County hosted workshops with CHPC and Cities in Orange County to highlight these projects. The County has encouraged preservation when feasible.
<b>Strategy 2c.</b> Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.	Continue the County's code enforcement and graffiti removal programs.	The County has an aggressive enforcement unit for unincorporated areas.
	Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.	The County utilizes Redevelopment Agency and CDBG funding for neighborhood improvements and maintenance.

**Appendix A – Evaluation of the 2000 Housing Element**  
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Strategy	Action	Update on Accomplishments
	Continue to participate in the CDBG program.	HCS continues to administer the CDBG program for the Orange Urban County consisting of 13 participating cities and 1 Metro City.
	Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.	The County has focused more aggressively on the development of new units due to the vacancy factor and need for low and very-low income units. The County continues to assess the feasibility of providing Multi-Family Rehabilitation loans.
	Review unincorporated islands and identify three priority areas with the highest potential for affordable housing development and annexation and commence discussions between County staff, adjacent cities, LAFCO and community groups with the objective of developing cooperative revitalization and annexation plans for those areas by June 30, 2002.	Phase one of the Housing Opportunities Overlay Zone implementation process has been completed and a list of target sites has been compiled. Phase two will involve facilitating private development projects through more detailed CEQA and service analyses, coordination with cities and communities and community planning for the target sites.
<b>Strategy 2d.</b> Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.	Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Code Sec. 7-9-147).	Conversion proposals are evaluated to ensure they are appropriate to meet the County's Housing Element goals and policies.
<b>3. Equal Housing Opportunity</b>		
<b>Strategy 3a.</b> Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.	Provide financial assistance from CDBG funds or other sources to fair housing organizations.	The County provides the Fair Housing Council of Orange County financial assistance through the allocation of CDBG funding on an annual basis.
<b>Strategy 3b.</b> Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.	Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices. (Existing program)	The Orange County Housing Authority provides information on the Fair Housing Council and housing discrimination at their briefing sessions.
	Continue to work with the Orange County Fair Housing Council to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and FHC offices, as well as public libraries.	The County is currently working with the Fair Housing Council to provide an update to the County's Analysis of Impediments Study. The Fair Housing Council is provided CDBG funding annually which goes towards literature and staff time to assist in resolving housing discrimination complaints.

## Appendix A – Evaluation of the 2000 Housing Element

### CHAPTER X – HOUSING ELEMENT

Strategy	Action	Update on Accomplishments
<b>Strategy 3c.</b> Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.	Continue to enforce building code provisions requiring accessible design.	All County development codes are ADA compliant
<b>4. Assistance to Persons in Need</b>		
<b>Strategy 4a.</b> Encourage affordable housing opportunities for households with incomes less than 30% of area median income (AMI), with a goal of creating 2000 additional opportunities countywide by 2007.	Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.	The Orange County Housing Authority has received an additional 2,430 Housing Choice and Shelter + Care vouchers in the past five years.
	Revise the County's Rental Housing Notice of Funding Availability (NOFA) to encourage the goal of producing units affordable at or below 30% AMI.	In 2001, the County Board of Supervisors approved a policy to require each development to have a minimum of 10% of units at 30% of the Area Median Income (AMI). In 2002, the County increased the affordability requirement to 20% of units at 30% AMI for senior housing developments.
	Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% AMI.	(See Strategy 1.f.) In 2005, County was granted \$8 million in Mental Health Services Act (MHSA) funding targeting the mentally ill homeless. The County's NOFA encourages developers to include a minimum of 5 units of MHSA housing and higher subsidy's are offered for deeper affordability targeting.
<b>Strategy 4b.</b> Provide information and financial assistance to help low- and moderate-income households in obtaining affordable housing.	Continue the Tax -Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.	There have been a total of \$99,415,199 of loans made using mortgage revenue bonds since 2000 for a total of 449 loans.
	Continue to publish the Housing Referral Directory	The County continues to publish the Affordable Rental Housing list available on the HCS website as well as a Homeownership Guide.
<b>Strategy 4c.</b> Ensure that all affordable housing assisted with public funds remains affordable for the required time period, and recapture public funds when directly subsidized units are prematurely sold or otherwise withdrawn from the subsidizing	Monitor all bond-financed and other subsidized projects annually to verify compliance with affordability covenants.	The County monitors all bond financed and subsidized units annually to verify compliance.
<b>Strategy 4d.</b> Continue to support the existing programs that address the needs of those in need of temporary and transitional housing.	Continue to provide assistance as described in the County's Continuum of Care program.	The County of Orange as lead agency for the Homeless Continuum of Care application has helped apply for and secure over \$96.7 million in Homeless Assistance Grants from the Department of Housing and Urban Development.
	Identify additional sites that are now available or easily made available for transitional shelters for homeless persons and families.	From 2000-2007, Prop 10 funding has supported the following Orange County Continuum of Care initiatives that work directly with homeless children and families. Colette's Children's HomeHeritage House VillageInfo Link Orange CountyOrange Coast Interfaith ShelterHomeAid Project-Precious Life ShelterHomeAid Project-Casa TeresaHomeAid Project-San Miguel ResidenceHomeAid Project-Orange County Rescue Mission

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Strategy	Action	Update on Accomplishments
<b>5. Energy Conservation</b>		
Strategy 5a. Encourage the use of energy conservation features in residential construction, remodeling and existing homes.	Continue to operate the energy and water conservation program.	The County requires residential and nonresidential development projects to follow the "Manual for Compliance with California's 2001 Energy Efficiency Standards."  The County encourages the use of efficient irrigation systems, landscape design and smart controllers to increase water conservation and decrease runoff in new development and redevelopment projects.
	Help publicize energy conservation opportunities offered by Southern California Edison.	The County's booth at the 2001 Orange County Fair included an energy conservation section which disseminated information regarding programs offered by Southern California Edison.
	Support energy conservation through building practices	The Neighborhood Preservation Program rehabilitates older dilapidated properties to enhance communities and conserve energy. Using Board of Supervisors approved guidelines, the program includes energy, water and resource conservation items such as double paned windows and fuel efficient furnaces.



**Appendix A – Evaluation of the 2000 Housing Element**  
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**Table A-2**  
**Residential Development Summary**  
**County of Orange**  
**2006 –2009**

Location	Project*	Zoning	Density (du/ac)	Income Level*				Total Project Units
				VL*	Low*	Mod	Upper	
Multifamily								
Santa Ana	10 Unit and 9 Unit Condominiums "The Heights"	R2	22.75				19	19
Anaheim	Two 4 Unit Condominiums	R3	24.71				8	8
Ladera	4 Unit Multi-Family Residence "Castellina"	PC	6.21			4		4
Ladera	Two 4 Unit Multi-Family Residences "Castellina"	PC	6.21			8		8
Ladera	4 Unit Multi-Family Residence "Castellina"	PC	6.21			4		4
Ladera	4 Unit Multi-Family Residence "Branches"	PC	6.21			4		4
Midway City	Two 4 unit apartments	R3	22.26		8			8
Midway City	4 Unit Apartment	R3	22.26		4			4
Midway City	3 Unit Apartment	R3	15.75		3			3
Ladera	2 unit Multi-Family Residence "Castellina"	PC	6.21			2		2
Midway City	Duplex	R3	11.12		2			2
Sunset Beach	Condominium/duplex	SP	32.26				2	2
Sunset Beach	Duplex	SP	32.26				2	2
Sunset Beach	Duplex	SP	32.26				2	2
Sunset Beach	2 Unit Condominium	SP	24.21				2	2
Total Multifamily								74
Second Units								
Anaheim	Second Units	R1			4			4
Coto de Caza	Second Units	PC			2			2
Laguna Beach	Second Units	R1			2			2
Ladera	Second Units	PC			2			2
Midway City	Second Units	R1			13			13
Midway City	Second Units	R3			1			1
Modjeska	Second Units	A1			1			1
Orange	Second Units	E4			3			3
Orange	Second Units	R4			4			4
North Tustin	Second Units	AR			1			1
North Tustin	Second Units	E4			5			5
North Tustin	Second Units	R1			4			4
Santa Ana	Second Units	R1			4			4

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Location	Project*	Zoning	Density (du/ac)	Income Level*				Total Project Units
				VL*	Low*	Mod	Upper	
Total Second Units								46
Modular Units								
San Juan Capistrano	Modular	PC				5		5
Total Modular								5
Single Family Units								
Anaheim		R1					1	1
Anaheim		R2D					5	5
Brea/Tonner Hills	Tonner Hills PC	PC					701	701
Coto de Caza		PC					3	3
Costa Mesa		R4					24	24
Huntington Beach		PC					113	113
Laguna Beach		R1					15	15
Rossmoor		R1					20	20
Ladera		PC					226	226
Midway City		R1					6	6
Modjeska		A1					5	5
Modjeska		SP					2	2
Orange		A1					1	1
Orange		E4					5	5
Orange		R4					1	1
North Tustin		AR					1	1
North Tustin		RHE					1	1
North Tustin		E4					32	32
North Tustin		R1					4	4
North Tustin		SP					3	3
Silverado		A1					5	5
Sunset Beach		SP					3	3
Trabuco Canyon		SP					5	5
Tustin		E4					1	1
Tustin		R1					3	3
Tustin		SP					1	1
Totals					109	27	1,187	1,323

**Appendix A – Evaluation of the 2000 Housing Element**  
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Location	Project*	Zoning	Density (du/ac)	Income Level*				Total Project Units
				VL*	Low*	Mod	Upper	

\*Excludes deed-restricted affordable housing developments (see Table B-1)  
 Lower-income apartments and second units are based on prevailing market rents  
 Source: OC Planning, 5/2010

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**Table A-3**  
**Progress Towards Meeting New Housing Need**  
**Orange County Unincorporated Area**  
**1998-2005**

	Very- Low*	Low*	Moderate	Above-Moderate	Total
Total Need 1998-2005	4,084	2,950	4,992	10,661	22,687
Units Built 1998- 2005**	141	3,568	5,834	9,612	19,155
% of category need met	3%	121%	117%	90%	84%

\* Includes only affordable units with covenants

\*\* Includes production through June 30, 2005.

Source: SCAG RHNA and the County of Orange/OC Planning

**Table A-4**  
**Rehabilitation**  
**Performance Evaluation vs. Quantified Objectives**  
**2001 - 2007**

Program	Very-Low	Low	Moderate	Above Moderate	TOTAL
Complex Rehabilitation	15	45	35	5	100
Actual					
Block Rehabilitation	65	90	40	5	200
Actual					
Owner-Occupied Rehabilitation	90	90	20	-	200
Actual					
Rental Rehabilitation	40	35	-	-	75
Actual					
Manufactured Housing	45	30	-	-	75
Actual					
<b>TOTALS</b>	<b>255</b>	<b>290</b>	<b>95</b>	<b>10</b>	<b>650</b>

<sup>1</sup> The evaluation period for rehabilitation is 2001 – 2007 per the Housing Element planning period

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**Table A-5**  
**Preservation**  
**Performance Evaluation vs. Quantified Objectives**  
**2001 - 2007**

Program	Very-Low	Low	Moderate	Above Moderate	TOTAL
Shelter Plus Care	268	-	-	-	268
Actual					
Section 8 Rental Assistance	9,293	-	-	-	9,293
Actual					
Preservation of At-Risk Rental Units	86				922
Actual					
First-Time Buyer Programs					
MCC program		300	300		600
Actual					
SCHFA program		716	716		1,432
Actual					
Mortgage Assistance	-	-	25	-	25
Actual					
Teacher Extra Credit		87	88		175
Actual					

Source: Orange County Housing/Community Services Department

## **Appendix B – Land Inventory**

The assumptions and methodology for the residential land inventory presented in Chapter 4 are provided below and summarized in Tables B-1 through B-3.

### **Units Completed or Approved but Not Yet Built**

Housing projects with lower-income units that have been built or approved are summarized below and in Table B-1. These projects include a total of 1,086 units, 385 of which are lower-income deed-restricted multi-family units. The income categories for these lower-income units listed in Table B-1 are based on recorded covenants. Five of these six projects are located in the Housing Opportunities Overlay Zone, are 100% affordable, and were approved administratively (“by-right”). The other project, Tonner Hills, is a master planned community with an affordable component.

- **Cornerstone (formerly Summercrest)** is a 49-unit affordable project with 24 two-bedroom and 24 three-bedroom apartments plus a manager’s unit. All of the units are affordable at 60% AMI or less, and 5 of the units are extremely-low (30% AMI). The project was granted a 35% density bonus as well as other incentives including a parking reduction from 98 to 88 spaces. The site was previously occupied by an office/retail building. The County’s Housing/ Community Services Department is providing \$2.5 million in subsidies for this project from HOME and redevelopment set-aside funds. This project is completed and occupied.



**Cornerstone**

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**CHAPTER X – HOUSING ELEMENT**

**Table B-1**  
**Affordable Housing Projects Completed or Approved 2006-2010**  
**Unincorporated Orange County**

Project	Status	Location	Zoning	Parcel Size (ac)	Density (du/ac)	Income Level				Total Units
						VL (EL*)	Low	Mod	Upper	
Cornerstone (Summercrest)	Completed and occupied	Anaheim area	CN	1.45	33.8	34 (5)	15**			49
Palm Court	Approved-not completed	Midway City	C1	2.33	56.2	39 (4)	92**			131
Tonner Hills/Jamboree Housing	Approved-not completed	Brea (recently annexed)	PC	4.5	21	65 (10)	29***			94
Stonegate I	Approved-not completed	Stanton area	C1	1.15	33.8	26 (4)	12**			38
Stonegate II	Approved-not completed	Stanton area	C1	0.76	33.8	18 (3)	8**			26
Avenida Villas	Approved-not completed	Anaheim area	R3	0.82	47.3	34 (5)	13			47
Cerritos Family Apartments	Approved-not completed	Anaheim area	R2	2.0	34	49 (7)	21**			70
Buena Vista	Approved-not completed	Orange-Olive	C2	0.5	34		17			17
<b>TOTALS (deed-restricted affordable units only)</b>					<b>Avg. 36.7</b>	<b>265 (38)</b>	<b>207</b>			<b>472</b>

\* Extremely-low-income (30% AMI)

\*\* Includes one manager's unit

\*\*\* 60% AMI

Source: OC Planning, 5/2010

- **Tonner Hills Apartment Homes** is a 94-unit project to be built by Jamboree Housing, a non-profit developer. All units will be at 60% AMI or below. The project was granted a density bonus, which resulted in an increase in density from 16 to 21 units per acre. A reduction in parking requirements was also provided. This project is located within the Tonner Hills Planned Community and has recently been annexed to the City of Brea.
- **The Palm Court** project is the renovation and conversion of an existing motel in the Midway City area. The project includes 130 studio and 1-bedroom units plus a 2-bedroom manager's unit. Of these, 35 units will be very-low-income and 4 will be extremely-low-income. The remaining 92 units will be at the low-income level. The units range from 264 to 528 square feet in size. Incentives include a reduction in development standards including reduced setbacks and parking (one space per unit is required)
- **Stonegate/Anaheim Family Apartments I**, a 38-unit 4-story project by Payne Development includes 26 very-low-income and 12 low-income units. Four of the VL units will be reserved for extremely-low-income households. The project was granted a 35% density bonus as well as reduced parking standards, increased height and a modification to other development standards. The project will replace an existing commercial use in the C-1 zone.
- **Stonegate/Anaheim Family Apartments II**, a 4-story 26-unit project by Payne Development located in the same general area as Anaheim Family Apartments I. The project includes 18 very-low-income and 8 low-income units. Three of the VL units will be reserved for extremely-low-income households. The project was granted a 35% density bonus as well as reduced parking standards, increased height and a modification to other development standards. The project will replace an existing commercial use in the C-1 zone.
- **Avenida Villas** is a 5-story 47-unit project by AMCAL Multi-Housing Inc. located in the Anaheim area. The project includes 34 very-low-income and 13 low-income units. Five of the VL units will be reserved for extremely-low-income households. The project was granted a 35% density bonus as well as modifications to parking, setbacks and other development standards. The project will replace an existing office building in the R-3 zone.
- **Cerritos Family Apartments** is a 3-story, 70-unit affordable project by Payne Development located in the Anaheim area. The project includes 49 very-low-income and 20 low-income units. Seven of the VL units will be reserved for extremely-low-income households. The project did not request a density bonus since the allowable density in the R-2 zone (43.5 units/acre) is greater than the



project density of 34 units/acre. The project was granted modifications to parking, setbacks and other development standards. The project will replace an existing church building in the R-2 zone.

- **Buena Vista** is a 3-story 17-unit project by Orange Housing Development Corporation located in the Orange-Olive area. The project will include 2- and 3-bedroom units affordable at 30%, 40% and 60% AMI for 55 years. The project was granted a 35% density bonus as well as modifications to wall height and other development standards. The project is located in the Housing Overlay Zone (base zoning is C2).

## **Land Inventory Analysis**

### **a. Affordability Assumptions**

Pursuant to AB 2348 of 2004, the “default density” for unincorporated Orange County is 30 dwelling units per acre<sup>11</sup>. The default density refers to the density at which lower-income housing development is presumed to be feasible and no analysis is required, although state law allows jurisdictions to propose alternative densities that are sufficient to facilitate affordable housing based on local experience and circumstances.

Table X-37 in Chapter 3 describes affordable projects assisted by the Orange County Housing and Community Services Department during 2001-2007. The density for these affordable projects ranged from 12 to 71 units per acre, with 7 projects (out of 22 total projects) built at densities less than 25 units per acre. This table demonstrates that affordable housing in Orange County is feasible at densities in the range of 20-25 units per acre. In order to enhance the feasibility of affordable multi-family housing development and also provide an incentive for lot consolidation, Strategy 1a in the Housing Action Plan includes a graduated density program to allow an increase in base density up to 30 units/acre as an incentive for lot consolidation. This graduated density incentive is in addition to potential increases in density based on state Density Bonus Law.

As discussed in the following section, the County’s land inventory is comprised of infill and redevelopment sites in North County, and one new large-scale master planned community in South County. The infill sites are regulated by the Housing Opportunities Overlay Zone, which allows affordable multi-family housing by-right at a base density (excluding density bonus) of 25-30 units per acre depending on parcel size (see Strategy 1a in Section 5). In The Ranch Plan

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<sup>11</sup> Memo of June 9, 2005 from California Department of Housing and Community Development on AB 2348 of 2004.

PC, affordable housing sites totaling 60 acres will permit multi-family development with administrative approval and no public hearing at a base density of 30 units/acre. Since 30 units/acre is the default density for unincorporated Orange County, these housing sites are deemed suitable for lower-income housing under state law.

**b. Inventory of Potential Housing Development Sites**

As discussed in Chapter 4, the County’s land inventory is comprised of two major components: the new master-planned community in southeastern Orange County known as The Ranch Plan, and infill development of vacant and underutilized sites in the unincorporated “islands”, which are primarily located in the northern portion of the county.

**1. The Ranch Plan Planned Community**

Planned Community Zoning

The majority of the residential development in unincorporated Orange County that has occurred over the past 30-40 years has been in large-scale master planned communities. Unlike traditional zoning, Planned Community (PC) zoning provides certainty in the development process while allowing the property owner to maintain some degree of flexibility in the specific location of development. This type of zoning is more appropriate than traditional zoning because of the magnitude of the project under a single ownership. Many planned communities in Orange County have encompassed thousands of acres developed over a period of several years. Previous examples of planned communities in unincorporated Orange County include Mission Viejo and Aliso Viejo, which later incorporated as cities, and Foothill Ranch and Talega, which were later annexed into the cities of Lake Forest and San Clemente, respectively.

The entitlement approval process for a planned community is similar to all other discretionary approvals. However, due to the complexity, size and long-term phasing of each project, the County will adopt several documents which together make up the “development plan” for the planned community. These documents include the Development Agreement, Planned Community Program Text, Statistical Summary Table and Planned Community Zoning Map. These documents are adopted at the same time that the entitlements, which establishes the Planned Community (PC) zoning, are approved for the project:

- The Development Agreement sets forth the obligations of both the County and developer. It will include a description of the public benefits (e.g., affordable housing units) that will be provided by the developer and the timetable for their completion.
- The Planned Community Program Text describes the site development standards

## **Appendix B – Land Inventory**

### **CHAPTER X – HOUSING ELEMENT**

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for each type of proposed residential and non-residential “zoning district” or land use, similar to the County’s Zoning Code district regulations.

- The Statistical Summary Table controls the allowable number and type of housing units and the amount of non-residential development in each planning area of the project.
- The Planned Community Zoning Map depicts the various planning areas and “zoning districts.”

Planned Community (PC) zoning is more desirable than conventional zoning for large projects because it allows comprehensive, long-range planning for infrastructure while also providing the development certainty needed for property owners to obtain the financing needed to pay for development and public improvements. It also eliminates the need for frequent zone changes that would be necessary under conventional zoning to make adjustments due to market conditions or other circumstances. Instead of a zone change that would require public hearings at the Planning Commission and Board of Supervisors, adjustments to unit counts and locations are typically processed either ministerially by staff, or with only Planning Commission approval. This flexibility simplifies the development review process and reduces total development cost.

In November 2004 the Board of Supervisors adopted a General Plan Amendment, Development Agreement, Planned Community Program Text, Statistical Summary Table and a Zoning Map for The Ranch Plan Planned Community. This action approved entitlements for the project and established Planned Community (PC) zoning on the property that allows the developer to move ahead with the construction of dwelling units, commercial, recreational and other non-residential uses. Since 2004, the property owner has been working with the County to prepare detailed development and infrastructure plans. In 2007, the development plan for Planning Area 1 was submitted by the developer. This Planning Area will include approximately 1,100 residential units, an urban activity center which will provide the community’s commercial, civic, cultural, professional service and office needs in a location easily accessible from the residential neighborhoods, a community park, recreation center, a transit station and roads. The County has also issued grading permits which cover over 525.3 acres in preparation for building permit issuance.

#### **RHNA Allocation Plan**

The 2006-2014 RHNA Allocation Plan adopted by SCAG and approved by HCD assumed the availability of this property for development during the current planning period. When developing the current RHNA Allocation Plan, SCAG utilized Orange County Projections (OCP) 2006, a dataset developed by the Center for Demographic Research under contract to the Orange County Council of Governments (OCCOG). Each local jurisdiction, including the County,

participated in the development of OCP 2006 and provided population, employment and housing growth data for the current planning period. The forecast data submitted by the County included information provided by the Rancho Mission Viejo Company, the developer of the Ranch Plan Planned Community. The Rancho Mission Viejo Company forecasted that they would construct 6,952 dwelling units by the end of the current planning period. These dwelling units were included in the County's forecast of new construction and is reflected in OCP 2006, the dataset used by SCAG to determine the County's RHNA allocation.

#### Provision of Affordable Housing Sites

The process regarding the identification of affordable housing sites and the transfer of ownership is addressed both in the Development Agreement and subsequent Affordable Housing Implementation Agreement (AHIA) which was executed on July 18, 2006. The Development Agreement (copies available upon request) includes a list of "public benefits to be received by the County" in Exhibit D "Benefits to County And Its Residents." This list includes the provision of 60 gross acres for the development of affordable rental housing units. The following are excerpts from Exhibit D:

*"Item No. 44, 1. Dedicated Land. OWNERS shall provide to COUNTY one or more parcels of land with an aggregate size of 60 gross acres (inclusive of perimeter slope areas) with development pad(s) suitable for the purposes identified in Section 2, below."*

*2. Purpose of Dedicated Land. "COUNTY shall cause the Dedicated Land to be used solely and exclusively for the development, operation and management of one or more affordable housing rental complexes (aka apartment buildings) designed to meet the needs of Very-Low and Low Income households in Orange County.."*

*3. Identification, Improvement and Conveyance of Dedicated Land. (a) Preparation of Master Area Plans: Identification of Dedicated Land Acreage. "Preparation of the individual Master Area Plans will occur over time as OWNERS proceed with the phased implementation of the Ranch Plan Project. For each Master Area Plan prepared, OWNERS shall identify the amount of Dedicated Land (if any) located within the relevant Planning Area that will be available for conveyance to COUNTY pursuant to the terms of the Land Agreement."*

Pursuant to the Development Agreement, the developer has the flexibility to specify land uses in each Planning Area including sites that will be offered for the development of affordable housing. The Affordable Housing Implementation Agreement (copies available upon request) describes the process regarding the identification of available site(s), transfer of ownership and

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subsequent development of affordable housing throughout the phases of development of the planned community. Allocation of affordable housing sites will be based upon the percentage of the number of total building permits issued for residential and non-residential development. The number and size of sites (between 2 to 10 acres each) provided for affordable housing must be provided according to the following schedule included in the Affordable Housing Implementation Agreement:

% of Total Projected EDUs for which building permits are issued	Number of Housing Sites	Cumulative Total Number of Housing Sites
25%, which is 2,972.5 EDUs	1-3	1-3
50%, which is 5,945 EDUs	2-3	3-6
75%, which is 8,917.5 EDUs	3-4	6-10
100%, which is 11,890 EDUs	As needed	As needed

Note: Equivalent Dwelling Units (EDUs) are a measure of the combined number of dwelling units and non-residential uses for which building permits are issued.

The above schedule will ensure that affordable housing sites will be integrated throughout the entire Ranch Plan Planned Community and will be constructed at the same time as market rate units.

The agreed upon notification and site transfer process set forth in the Affordable Housing Implementation Agreement is summarized below:

- At the time of submittal of a Sub Area plan (covering a planning area) to the County for approval, developer will identify site(s) available for the development of affordable housing
- Developer will provide written notice to the County of Orange of the availability of one or more sites in the Sub Area plan including the location and size of site(s)
- County will then initiate its process to select a developer for each identified site and secure financing
- Conveyance of the deed will occur no later than 30 days after financing has been secured
- Construction of affordable housing units will occur at the same time as market rate units to ensure seamless integration

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#### Phased Development

The development timetable for The Ranch Plan will be determined by the property owner based on financial and market conditions. Although the current recession has significantly affected the development schedule, the developer has obtained the entitlements and zoning necessary to move forward at any time. The County is committed to the following specific actions to facilitate its development.

- The County has designated the Manager, Planned Communities as the primary point of contact for the developer to expedite applications and resolve issues that may arise;
- The Director, OC Community Services/Housing is the primary designated contact for facilitating development of the sites to be dedicated for affordable housing;
- Affordable housing projects shall be approved administratively with no public hearing, and development sites will comply with the standards set forth in Government Code Section 65583.2(h), including a minimum density of 20 units/acre and a minimum of 16 units per site;
- The County will report annually to HCD and the Board of Supervisors regarding progress toward the development of The Ranch Plan and its affordable housing sites.

#### Development During Planning Period

Rancho Mission Viejo had projected a total of 6,160 dwelling units constructed during the planning period. This is 44% of 14,000, the total number of approved dwelling units for the Ranch Plan Planned Community. According to the provisions of the Affordable Housing Implementation Agreement, the number of affordable housing sites provided would be “commensurate with the overall pace of development.” It is the intent of this Agreement that affordable housing projects would be constructed at the same time as adjacent market-rate projects to ensure a seamless residential neighborhood and to avoid any potential NIMBYism from residents of market-rate residential units.

Rancho Mission Viejo anticipated the construction of 44% of the total market-rate units by the end of the planning period and therefore the County can assume that the same percentage of projected 1,800 affordable housing units will be constructed as well. The County therefore assumes the potential for the construction of 792 affordable housing units in the Ranch Plan Planned Community during the planning period.

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**Figure B-1**  
**The Ranch Plan Planned Community Land Inventory**

This inventory is for descriptive purposes only and was prepared by staff for this use only.  
Total unit count among Planning Areas may increase or decrease by no more than 10% per the Development Agreement.

APN	Individual Parcel Size (Acres)	Address	Zoning	General Plan	Planning Area Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
125-171-52	15.910	Planning Area 1	Planned Community "PC"  Uses in this Planning Area will include: SFD, PCD, MF, E, AQ, UAC	1B	806.497	1,170 units proposed ===== Higher density in MF, AQ and UAC	RMV	Agricultural (Vacant land)	N/A	N/A	N/A	N/A
125-171-86	114.303											
125-172-07	117.683											
125-172-19	26.494											
125-173-01	0.582											
125-173-02	93.356											
125-173-03	4.009											
125-173-04	68.055											
125-173-05	26.362											
125-173-06	24.305											
125-173-07	192.254											
125-173-08	2.975											
125-173-09	44.805											
125-173-10	18.582											
125-173-11	1.530											
125-173-12	55.292											
<b>Subtotals</b>						<b>1,170</b>						
125-096-80	97.607	Planning Area 2	Planned Community "PC"  Uses in this Planning Area will include: SFD, PCD, UAC	1B	1,183.655	2,250 ===== Higher density in UAC	RMV	Agricultural (Vacant land)	N/A	N/A	N/A	N/A
125-161-31	270.096											
125-161-32	9.848											
125-161-35	136.853											
125-161-38	0.538											
125-161-39	3.029											
125-161-46	4.501											
125-161-53	21.428											
125-161-55	229.202											
125-161-64	11.042											
125-161-65	123.329											
125-171-07	73.190											
125-171-82	202.992											
<b>Subtotals</b>						<b>2,250</b>						

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125-161-03 125-161-04 125-161-41 125-161-45 125-161-51	216.710 1.460 0.011 1958.231 1159.825	Planning Area 3	Planned Community "PC"	1B	3,336.237	7,110	RMV	Agricultural (Vacant land)	N/A	N/A	N/A	N/A							
Uses in this Planning Area will include: SFD, PCD, MF, AQ, UAC																			
Subtotals						7,110													
125-150-42 125-150-44 125-150-64 125-150-65 125-150-55 125-150-66 125-150-73	22.340 44.070 18.843 85.140 74.598 163.077 869.142	Planning Area 4	Planned Community "PC"	1B	1,227.21	480	RMV	Agricultural (Vacant land)	N/A	N/A	N/A	N/A							
Uses in this Planning Area will include: SFD, E																			
Subtotals						480													
125-162-34 125-162-39 125-162-44 125-162-45	230.754 138.127 570.266 506.628	Planning Area 5	Planned Community "PC"	1B	1,445.775	2,440	RMV	Agricultural (Vacant land)	N/A	N/A	N/A	N/A							
Uses in this Planning Area will include: SFD, PCD, MF, AQ																			
Subtotals						2,440													
124-101-24 124-101-26 124-101-32 124-101-33 124-101-34 124-101-35 124-101-39	109.550 68.002 374.990 451.560 160.910 855.680 390.350	Planning Area 8	Planned Community "PC"	1B	2,411.012	550	RMV	Agricultural/Research (Vacant land)	N/A	N/A	N/A	N/A							
Uses in this Planning Area will include: SFD,E, PCD																			
Subtotals						550													
TOTALS						14,000													

SFD – Single Family Detached (9 du/ac)

PCD – Planned Concept Detached (greater than 8 du/ac)

MF – Multiple-Family (up to 43 du/ac)

AQ – Age-Qualified (Senior) (up to 43 du/ac)

E – Estate (1 du/ac)

UAC – Urban Activity Center (up to 43 du/ac)



## **2. Underutilized Infill Parcels**

Housing Opportunities Overlay Zone. The County’s 2000 Housing Element Action Plan contained a program to identify at least 144 acres of land to be rezoned to allow high-density residential development. The Housing Opportunities Overlay Zone (Section 7-9-148.6 of the Zoning Code) was subsequently adopted, creating the option of affordable housing development on conventionally-zoned commercial and industrial sites located primarily in unincorporated islands in the northern part of the county. The Overlay Zone regulations allow development of lower-income multi-family housing by-right on parcels within the following base zoning districts:

- C1 – Local Business
- C2 – General Business
- CH – Commercial Highway
- CN – Commercial Neighborhood
- PA – Professional and Administrative Office
- M1 – Light Industrial

The Overlay Zone regulations require that 100% of the units be reserved for lower-income households, with at least 30% of units reserved for very-low-income households. As reflected in Table B-1 above, the Overlay Zone has been very successful in stimulating affordable housing development, with 5 new projects approved since 2008. Another project – Buena Vista – is currently being processed under the Overlay Regulations. A developer has been selected through an RFP process and plans are currently in preparation.

Arterial Highway Overlay Zone Extension. When the Housing Opportunities Overlay Zone was adopted, it included only the commercial and industrial districts noted above. This 2008-2014 Housing Element update contains an implementation program (see Strategy 1a) to extend the Overlay Zone to parcels that are located within conventionally zoned R2, R3, R4 and RP multi-family districts along arterial highways. This implementation action was completed with the Board’s adoption of Zoning Code Amendment 08-03 on December 9, 2008. It should be noted that the allowable base density in the R2 and R3 districts is 43.5 units/acre. Accordingly, the capacity of these sites has been estimated based on this density rather than the 25 du/acre density for the original Overlay Zone. These Arterial Highway Extension parcels added approximately 54 acres to the original Overlay Zone.

Overlay Zone Site Inventory. A review of parcels within the Overlay Zone and the arterial highway extension area was conducted to assess the realistic development potential for housing development. Only those “high potential” sites meeting the following criteria were included in the site inventory:

- Parcel size: ½ acre minimum (smaller sites are included only if adjacent parcels can be consolidated)
- Parcel dimensions: width and depth will accommodate multi-family development (typically minimum 50 feet wide & 100 feet deep at any location on lot)
- For developed residential parcels: current density is less than one-half the allowable density
- For developed commercial parcels: high potential for conversion to residential or mixed-use based on existing site characteristics such as deteriorated or vacant structures, low building value compared to land value, or marginal economic uses (e.g., used car sales)
- No environmental constraints that would preclude development at a higher density (e.g., steep slopes >30%, or significant environmental hazards)
- No easements that would reduce development potential (e.g., roadway or major utility easements)

High potential underutilized sites are clustered in the areas described below. A detailed inventory of parcels is provided in Tables B-4a through B-4i. The land inventory tables show sites that often include multiple adjacent parcels with the potential for consolidation. The analysis includes the potential number of units that could be developed in each parcel using the base density of 25 units/acre, which does not include density bonus. Actual development yield would be higher than this estimate because every project in the Overlay Zone will qualify for a density bonus. The analysis also includes the existing use, the size of existing structures, floor area ratio (FAR), the age of existing structure, and the ratio of the assessed value of improvements to total assessed value. Generally speaking, lower FAR, greater structure age and lower improvement ratio may affect the propensity for redevelopment to occur, although many other circumstances can also affect development decisions. It is important to recognize that this inventory of potential development sites is much smaller than the entire affordable housing overlay zone because it only includes high potential sites based on the criteria listed above and in the following description of specific communities. Based on the allowable density of 25 units per acre (43.5 units per acre in the R2 and R3 zones), excluding any density bonus, the total capacity of the Overlay Zone is more than 3,735 additional lower-income units (including the arterial highway expansion areas). This is a conservative estimate since any residential project within the Overlay Zone will also qualify for a density bonus. The 2,113 potential units identified in the land inventory (see Table B-2 and Tables B-4a through B-4i) represent only about 57% of the total capacity (excluding density bonus) and only about 42% of capacity when density bonus is included.

- Midway City – The Midway City area is surrounded by the City of Westminster. Of the 84-acre area, parcels totaling approximately 22 acres are included in the high potential site inventory. Much of this area was originally developed in the 1940s and '50s with strip commercial uses along the major streets such as Beach Boulevard and Bolsa Avenue, and single-family housing on smaller streets. While some private redevelopment and upgrading has occurred, large portions of the commercially-zoned land are still occupied by marginal strip commercial and low-intensity light industrial uses such as liquor stores, massage parlors, vacant car dealer lots, car and truck repair, used car sales and equipment storage lots (see Table B-4a). Extensive lot consolidation opportunities exist in this area.
- Orange-Olive Heights Island – The Orange-Olive Heights overlay zone area is located north of Lincoln Avenue and east of Orange-Olive Road and includes approximately 6 acres of land surrounded by the City of Orange. Of the 6 total acres, parcels totaling 3.5 acres are listed on the high potential site inventory (Table B-4b). These sites include light industrial buildings, a recycling yard, and vacant land, and have excellent lot consolidation potential.
- Del Rio Island – The Del Rio area is comprised of approximately 7 acres on the north side of Lincoln Avenue west of Glassell Street, surrounded by the City of Orange. High potential sites contain 5.7 acres currently occupied with a self-storage yard, self-serve car wash, and nursery supply. These parcels have excellent potential for consolidation (see Table B-4c).
- West Anaheim Island – The West Anaheim island is surrounded by the City of Anaheim and encompasses approximately 44 acres, from which parcels totaling 9.4 acres are identified as high-potential sites (see Table B-4d). The majority of these parcels front on Brookhurst Avenue, a major arterial, and contain modest single-family houses originally built in the 1940s and '50s, and strip commercial. Current uses include liquor store, tattoo parlor, beauty shop, thrift store, pawn shop, “payday” loan, massage parlor, hookah bar, nail salon, and bar. These parcels have high potential for consolidation. Redevelopment of older single-family homes (such as those along Brookhurst Street) is feasible because most of these homes suffer from deferred maintenance, are in an undesirable residential location fronting on a major arterial, and are on adjacent parcels that could be consolidated.
- Stanton Island – The Stanton island is located along the north side of Katella Avenue near Magnolia Avenue, and is surrounded by the City of Stanton. The

area contains seven parcels considered high-potential sites totaling 3.5 acres (Table B-4e). These parcels contain low-value structures such as RV rental, bar, liquor store and vacant former used car sales lots. These parcels have excellent consolidation potential.

- Santa Ana Island – The Santa Ana island is located near the northeast corner of Tustin Avenue and 17<sup>th</sup> Street, and contains 11 parcels totaling approximately 5 acres (Table B-4f). The majority of this land is vacant, while two parcels contain marginal commercial buildings occupied by a bar, liquor store, massage parlor, tattoo parlor, cell phone sales, barber shop, and bail bonds. These parcels have excellent consolidation potential.
- Fountain Valley Island - The Fountain Valley island includes one high-potential site of approximately ½ acre currently occupied by an auto repair business (Table B-4g). The structure on the site is of relatively low value, and represents an excellent redevelopment opportunity.
- Costa Mesa Island - The Costa Mesa island includes one high-potential site of approximately 15 acres within the C2 zone (Table B-4h). The property is currently used as a parking lot for the Costa Mesa Country Club and represents a redevelopment opportunity. The site is level and excellent access is available from Newport Blvd.
- Newport Beach Island – The Newport Beach island includes one high-potential lower-income site of approximately 23 acres within the C1 zone (Table B-4i). This vacant site is located on the north side of Coast Highway and is near Hoag Hospital and other residential neighborhoods. This property is part of the larger ownership known as Banning Ranch, much of which has been used for oil extraction in the past, although the parcels listed in the land inventory are not impacted by oil field operations. This island also includes 34.1 acres of vacant land zoned R4, which is suitable for moderate-income housing.
- El Modena Island – The El Modena island comprises over 20 acres and is developed primarily with very modest single-family homes, many of which are on substandard-sized lots (Table B-5). This area is zoned R4, which allows a density of 14.5 units/acre. These parcels have been assigned to the moderate-income site inventory and have excellent consolidation potential.

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### CHAPTER X – HOUSING ELEMENT

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Potential Capacity of Small Sites. As is typical of older urban communities, there are very few large developable parcels remaining in the unincorporated islands in Orange County. A significant number of parcels within the Overlay Zone are less than one acre in size. As noted above, parcels smaller than ½ acre are not included in the inventory unless there is an opportunity for lot consolidation with an adjacent parcel. In some jurisdictions, discretionary approvals required for lot consolidation present a constraint to development. However, the Orange County Zoning Code does not require any formal lot consolidation mechanism or approval prior to development of a project encompassing more than one parcel. A project sponsor who controls two or more adjacent parcels may process a development application that crosses parcel boundaries. Since the Overlay Zone allows development by-right, small parcels do not pose a significant constraint to development or redevelopment. In addition, Strategy 1a in the Housing Action Plan (Chapter 5) provides a graduated density bonus to allow an increase in base density up to 30 units/acre as an incentive for lot consolidation (in addition to any other allowable density bonus based on state affordability criteria).

Table B-2 summarizes the total potential units on sites within the Overlay Zone that are considered “high potential” and are therefore included in the underutilized land inventory.

**Table B-2**  
**High Potential Underutilized Low-Income Sites Inventory Summary**  
**Housing Opportunities Overlay Zone**

Planning Area	Potential Low-Income Units**
Costa Mesa	362
Fountain Valley	12
La Habra	0
Midway City	516
Newport Beach-Banning Ranch	567
Orange-Del Rio	184
Orange-El Modena	0
Orange-Olive Heights	74
Rossmoor	0
Santa Ana	117
Silverado	0
Stanton	83
West Anaheim	124
Yorba Linda	0
<b>TOTALS</b>	<b>2,039</b>

\*Includes both the original overlay area and the arterial highway extension

\*\*See Tables B-4a through B-4i for parcel breakdown

Other Underutilized Parcels. In addition to the Overlay Zone areas described above, there are many other underutilized parcels in the unincorporated county where the intensity of existing

development is significantly less than allowed by current zoning. The largest concentration of such parcels is in the El Modena unincorporated island surrounded by the City of Orange. Approximately 54 acres of land in this neighborhood is zoned R-4, which allows multi-family development at a density up to 14.5 units/acre. This neighborhood is developed predominantly with modest single-family homes, although some infill multi-family projects have been built in recent years. Table B-5 provides a list of such underutilized parcels that are suitable for meeting the County's moderate-income housing needs.

**c. Land Inventory Summary**

As discussed above, the land inventory analysis of underutilized sites considers the following factors, pursuant to *Government Code* §65583.2(a)(3) and §65583.2(g):

- A description of the existing use of each property;
- The extent to which existing uses may constitute an impediment to additional residential development;
- Recent development trends and market conditions; and
- The availability of regulatory or other incentives or standards to encourage additional residential development on these sites.

Based on the allowable base density of 25 units per acre (30 units per acre for parcels of one acre or more) and 43.5 units per acre in the R2 and R3 zones, excluding any density bonus, a total of more than 2,113 new lower-income units could be developed on the “high potential” sites identified in the Affordable Housing Overlay Zone (Table B-2). This is a conservative estimate since any residential project within the Overlay Zone will also qualify for a density bonus. As noted in Table B-1, the average density for projects recently approved in the Overlay Zone has been more than 38 units/acre, and every project has achieved more than 33 units/acre. In addition, the legal obligation contained in the Ranch Plan Planned Community for dedication of 60 acres of land to the County for affordable housing creates the potential for at least 1,800 additional lower-income units (44 percent of which were assumed to be developed during this planning period). Together, these vacant and underutilized sites can accommodate more than 3,490 new lower-income units in the planning period. While the recent downturn in the real estate market has severely curtailed development activity, the County's successful track record of facilitating the development of affordable projects since the adoption of the Overlay Zone in 2006, combined with the ongoing efforts of Planning and Housing staff, will create the regulatory framework to encourage housing development to the extent economic conditions allow.

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Table B-3 summarizes the unincorporated area land inventory compared to the County's remaining RHNA for the planning period. This table shows that there is adequate capacity in all income categories except moderate compared the remaining needs. A complete list of high potential sites the Overlay Zone is provided in Tables B-4a through B-4f, while underutilized moderate-income sites are listed in Table B-5. Maps showing the parcel locations are provided in Figures B-2a through B-2l.

**Table B-3**  
**Land Inventory Summary vs. RHNA**

Category	Total Units	Income Category		
		Lower	Moderate	Above Moderate
Approved or completed projects – market rate (Table A-2 )	1,323	109	27--	1,187
Approved or completed projects – deed-restricted (Table B-1)	472	472	--	--
The Ranch Plan Planned Community (Figure B-1)	6,952* 15,800	792*	--	6,160*
Housing Opportunities Overlay Zone (Table B-2 and B-4d)	2,039	2,039		--
Other underutilized parcels (Tables B-4i and B-5)	824	--	824	--
<b>Total Land Inventory</b>	<b>11,610</b>	<b>3,412</b>	<b>851</b>	<b>7,347</b>
RHNA Need 2006-2014 (Table X-40)	7,978	3,222	1,597	3,159
<b>Surplus (Deficit)</b>	<b>3,632</b>	<b>190</b>	<b>(746)</b>	<b>4,188</b>

Sources: OC Planning 5/2010; SCAG 7/2007

\*Based on adopted RHNA assumptions for this planning period (44% of total entitlement)

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**Table B-4a**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Midway City Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
<b>Site #1</b>											
097-103-31	14582 Beach Blvd	C2	1C	0.85	21	-	Meeting hall	6151	0.17	1921	0.29
<b>Subtotals</b>					<b>21</b>						
<b>Site #2</b>											
097-132-13	8081 Bolsa Ave	C2	1C	0.0826	2	-	Older strip commercial	511	0.14	1927	0.02
097-132-14	8091 Bolsa Ave	C2	1C	0.0826	2	-	Older strip commercial	1714	0.48	1936	0.64
097-132-15	8101 Bolsa Ave	C2	1C	0.2123	5	-	Older strip commercial	0	0.00	na	0.48
097-132-23	8061 Bolsa Ave	C2	1C	0.1653	4	-	Older strip commercial	3596	0.50	1954	0.32
097-132-24	8071 Bolsa Ave	C2	1C	0.1653	4	-	Older strip commercial	848	0.12	1969	0.31
<b>Subtotals</b>					<b>17</b>						
<b>Site #3</b>											
097-133-21	8121 Bolsa Ave	C2	1C	0.4132	10	-	Older strip commercial	4503	0.25	1953	0.41
<b>Subtotals</b>					<b>10</b>						
<b>Site #4</b>											
097-134-09	8181 Bolsa Ave	C2	1C	0.1653	4	A	commercial (used car lot)	1317	0.18	1938	0.53
097-134-10	8191 Bolsa Ave	C2	1C	0.1446	3	A	Older strip commercial	2227	0.35	1965	0.41
097-134-12	8225 Bolsa Ave	C2	1C	0.1653	4	-	Older strip commercial	4115	0.57	1965	0.76
097-134-25	8207 Bolsa Ave	C2	1C	0.2479	6	-	commercial (auto repair)	3075	0.28	1980	0.43
<b>Subtotals</b>					<b>17</b>						
<b>Site #4</b>											
097-141-09	8241 Bolsa Ave	C2	1C	0.1488	3	B	Older strip commercial	2968	0.46	1928	0.50
097-141-10	8249 Bolsa Ave	C2	1C	0.1488	3	B	Older strip commercial	1954	0.30	1961	0.50
097-141-11	8261 Bolsa Ave	C2	1C	0.1488	3	-	Older strip commercial	1977	0.31	1946	0.25
097-141-12	8271 Bolsa Ave	C2	1C	0.1488	3	-	Older strip commercial	1804	0.28	1956	0.42
097-141-13	8281 Bolsa Ave	C2	1C	0.1487	3	-	Older strip commercial	2863	0.44	1946	0.40
<b>Subtotals</b>					<b>15</b>						
<b>Site #5</b>											
097-142-22	8301 Bolsa Ave	C2	1C	0.2975	7	-	Older strip commercial	2566	0.20	1957	0.36
097-142-23	8331 Bolsa Ave	C2	1C	0.4463	11	-	Older strip commercial	6486	0.33	1973	0.52
<b>Subtotals</b>					<b>18</b>						



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APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
<b>Site #6</b>											
097-143-10	8371 Bolsa Ave	C2	1C	0.1488	3	-	Older strip commercial	786	0.12	1951	0.19
097-143-11	8381 Bolsa Ave	C2	1C	0.1488	3	-	Older strip commercial	727	0.11	1950	0.13
097-143-12	8391 Bolsa Ave	C2	1C	0.1488	3	-	Older strip commercial	2455	0.38	1977	0.44
097-143-22	8361 Bolsa Ave	C2	1C	0.1308	3	-	Older strip commercial	2505	0.44	1958	0.37
<b>Subtotals</b>					<b>12</b>						
<b>Site #7</b>											
097-144-08	8421 Bolsa Ave	C2	1C	0.171	4	C	Older strip commercial	1096	0.15	1942	0.09
097-144-09	8441 Bolsa Ave	C2	1C	0.2039	5	C	Older strip commercial	1105	0.12	1942	0.15
097-144-19	8451 Bolsa Ave	C2	1C	0.27	6	-	Older strip commercial	0	0.00	1960	0.10
<b>Subtotals</b>					<b>15</b>						
<b>Site #8</b>											
107-151-02	15021 Jackson St	C2	2A	0.3117	7	E	commercial (used car lot)	1850	0.14	1929	0.06
107-151-06	15032 Adams St	C2	2A	0.191	4	-	Commercial - light industrial	1912	0.23	1945	0.09
107-151-15	15161 Jackson St	C2	2A	0.4132	10	-	Commercial - light industrial	808	0.04	1928	0.80
107-151-16	15171 Jackson St	C2	2A	0.4132	10	-	Commercial - light industrial	674	0.04	1928	0.09
107-151-19	15191 Jackson St	C2	2A	0.4132	10	-	Older non-conforming SFR	1596	0.09	1928	0.07
107-151-20	15201 Jackson St	C2	2A	0.4132	10	D	commercial (parking lot)	898	0.05	1927	0
107-151-21	15211 Jackson St	C2	2A	0.4126	10	D	commercial (parking lot)	674	0.04	1927	0
107-151-30	15212 Beach Blvd	C2	2A	0.4135	3	-	commercial (U-Haul)	0	0.00	na	0
107-151-31	15122 Beach Blvd	C2	2A	0.4087	10	-	commercial (car dealership)	3013	0.17	1958	0.09
107-151-32	15142 Beach Blvd	C2	2A	0.4135	10	-	commercial (auto parts)	875	0.05	na	0.66
107-151-33	15132 Beach Blvd	C2	2A	0.4135	10	-	commercial (car dealership)	1123	0.06	1942	0.23
107-151-36	15081 Jackson St	C2	2A	0.1894	4	-	commercial (parking lot)	675	0.08	1927	0.12
107-151-37	15101 Jackson St	C2	2A	0.1894	4	-	Older non-conforming SFR	1107	0.13	1927	0.05
107-151-38	15111 Jackson St	C2	2A	0.2841	7	-	Commercial - light industrial	1353	0.11	1927	0.15
107-151-42	15052 Adams St	C2	2A	0.2257	5	-	Commercial - light industrial	2669	0.27	1952	0.29
107-151-43	15180 Jackson St	C2	1C	0.2066	5	-	Commercial - light industrial	1443	0.16	1968	0.22
107-151-44	15181 Jackson St	C2	2A	0.2066	5	-	Commercial - light industrial	1810	0.20	1927	0.30
107-151-45	15135 Jackson St	C2	2A	0.3994	9	-	Commercial - light industrial	525	0.03	1933	0.63
107-151-47	15132 Adams St	C2	2A	0.3359	8	-	Commercial - light industrial	2499	0.17	1981	0.17
107-151-48	15131 Jackson St	C2	2A	0.2841	7	-	Commercial - light industrial	1058	0.09	1928	0.22
107-151-51	15114 Adams St	C2	2A	0.3156	7	-	commercial (parking lot)	5720	0.42	1964	0.16
107-151-52	15092 Adams St	C2	2A	0.1578	3	-	commercial (parking lot)	2629	0.38	1963	0.16

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APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
107-151-54	15041 Jackson St	C2	2A	0.3078	7	-	Commercial - light industrial	3906	0.29	1963	0.67
107-151-55	15031 Jackson St	C2	2A	0.1735	4	-	Commercial - light industrial	627	0.08	1945	0.15
107-151-57	8112 Bolsa Ave	C2	2A	0.0432	1	E	commercial (used car lot)	1357	0.72	1965	0.19
107-151-60	15071 Adams St	C2	2A	0.4042	10	F	commercial (parking lot)	3877	0.22	1969	0.46
107-151-61	15082 Adams St	C2	2A	0.1521	3	F	commercial (parking lot)	2405	0.36	1976	0.75
107-151-62	15062 Adams St	C2	2A	0.1825	4	-	commercial (parking lot)	na	na	1976	0.42
<b>Subtotals</b>					<b>187</b>						
<b>Site #9</b>											
107-152-12	15040 Midway Place	C2	2A	1.4729	36	A	parking lot	1130	.02	1959	23.82
<b>Subtotals</b>					<b>36</b>						
<b>Site #9</b>											
107-153-10	15022 Beach Blvd	C2	2A	0.23	5	G	commercial (truck shells)	0	0.00	1970	0.01
107-153-11	8042 Bolsa Ave	C2	2A	0.1087	2	G	commercial (truck parts)	1085	0.23	1959	0.14
107-153-12	15032 BEACH BLVD	C2	2A	0.11	2	G	parking lot	571	0.12	1955	0.10
<b>Subtotals</b>					<b>9</b>						
<b>Site #10</b>											
107-180-06	15102 Jackson St	C2	1C	0.3718	9	-	undetermined use	1095	0.07	1953	0.16
107-180-08	15122 Jackson St	C2	1C	0.3724	9	H	Commercial - light industrial		0.00	1945	0.20
107-180-09	15132 Jackson St	C2	1C	0.372	9	-	Commercial - light industrial	870	0.05	1927	0.06
107-180-10	15142 Jackson St	C2	1C	0.372	9	H	Commercial - light industrial	624	0.04	1929	0.05
107-180-11	15161 VAN BUREN ST	C2	1C	0.744	18	-	Commercial - light industrial	680	0.02	1975	0.47
107-180-14	15231 Van Buren	C2	1C	0.13	3	-	Commercial - light industrial	0	0.00	na	0
107-180-15	15222 Jackson St	C2	1C	0.3037	7	-	Commercial - light industrial	1153	0.09	1947	0.10
107-180-16	8161 Bishop	C2	1C	0.15	3	-	Older non-conforming SFR	2800	0.43	1964	0.45
107-180-17	15232 Jackson St	C2	1C	0.1514	3	-	Commercial - light industrial	568	0.09	1949	0.44
107-180-22	15192 Jackson St	C2	1C	0.3713	9	-	commercial (parking lot)	11963	0.74	1961	0.74
107-180-23	15182 Jackson St	C2	1C	0.372	9	-	commercial (parking lot)	1025	0.06	1927	0.64
107-180-24	8122 Bolsa Ave	C2	1C	0.3593	8	-	commercial (used car lot)	2481	0.16	1958	0.24
107-180-25	15062 Jackson St	C2	1C	0.6196	15	-	commercial (parking lot)	5524	0.20	1959	0.24
107-180-28	8180 Bolsa Ave	C2	1C	0.2433	6	-	commercial (used car lot)	1009	0.10	1963	0.06
107-180-29	15112 Jackson St	C2	1C	0.1859	4	-	Commercial - light industrial	769	0.09	1927	0.21
107-180-30	15111 Van Buren	C2	1C	0.18	4	-	Commercial - light industrial	1661	0.21	1973	0.45

## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
107-180-31	16201 Van Buren	C2	1C	0.57	14	I	Commercial - light industrial	1309	0.05	1966	0.10
107-180-32	15202 Jackson St	C2	1C	0.169	4	I	commercial (parking lot)	1628	0.22	1952	0.14
107-180-33	15081 Van Buren	C2	1C	0.18	4	-	Commercial - light industrial	0	0.00	na	0
107-180-34	15082 Jackson St	C2	1C	0.186	4	-	Commercial - light industrial	956	0.12	1927	0.13
<b>Subtotals</b>					<b>151</b>						
<b>Site #11</b>											
142-062-15	15451 Beach Blvd	C1	1B	0.35	8	-	Commercial - light industrial	1119	0.07	1961	0.10
<b>TOTALS</b>					<b>516</b>						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value



**Underutilized sites in Midway City area**

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4b**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Orange-Olive Heights Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
Site #1											
360-384-05	2911 Orange Olive Rd.	M1	1B	0.56	14	-	Light industrial (construction company)	11902	0.49	1928	0.18
360-384-04	8692 Main Street	M1	1B	0.96	24	A	Commercial – light industrial	14739	0.35	1948	0.34
360-382-02	16512 Buena Vista	M1	1B	1.46	36	A	Industrial (recycling yard)	2008	0.03	1931	0.21
<b>Totals</b>					74						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value



**Underutilized sites in Orange-Olive Heights area**

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4c**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Orange-Del Rio Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
Site #1											
360-031-23	15777 Lincoln	C2(3359)	1B	5.1	127	-	commercial (self storage)	0	0	na	0
360-011-11	15635 Lincoln	CH	1B	1.0	25	A	commercial (self car wash)	2264	0.05	1975	0.04
360-011-12	15651 Lincoln	CH	1B	1.3	32	A	commercial (nursery supply/tire store)	1820	0.03	1937	0.05
<b>Totals</b>					<b>184</b>						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value



**Underutilized sites in Del Rio area**

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4d**  
**Housing Opportunities Overlay Zone Land Inventory**  
**West Anaheim Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
127-392-21	10471 S. Brookhurst	RP	1B	0.15	3	-	Older SFR	1200	0.18	1954	0.3
127-392-22	10461 S. Brookhurst	RP	1B	0.15	3	-	Older SFR	1200	0.18	1954	0.3
127-392-23	10451 S. Brookhurst	RP	1B	0.15	3	-	Older SFR	1520	0.23	1954	0.2
127-392-24	10431 S. Brookhurst	RP	1B	0.15	3	-	Older strip commercial	1204	0.18	1954	0.2
127-392-25	10421 S. Brookhurst	RP	1B	0.15	3	-	Older SFR	1200	0.18	1954	0.2
127-392-26	10411 S. Brookhurst	RP	1B	0.15	3	-	Older SFR	1504	0.23	1954	0.5
127-392-27	10391 S. Brookhurst	RP	1B	0.15	3	-	Older strip commercial	1684	0.26	1955	0.3
Subtotal					21						
127-521-01	10501 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1139	0.13	1954	0.80
127-521-02	10511 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.42
127-521-03	10531 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.17
127-521-04	10541 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.25
127-521-05	10551 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.42
127-521-06	10561 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.59
127-521-07	10571 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.19
127-521-08	10581 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.55
127-521-09	10591 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.15
127-521-10	10601 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1200	0.14	1954	0.25
127-521-11	10611 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.43
127-521-12	10621 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.44
127-521-13	10631 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.44
127-521-14	10651 S. Brookhurst	RP	1B	0.2	3	-	Older SFR	1140	0.13	1954	0.49
127-521-15	9971 Pacific Avenue	RP	1B	0.2	3	-	Older SFR				
Subtotal					45						
127-341-03	9582 W. Ball Rd.	R3	1B	0.6	26	-	Older multi-family	15192	0.58	1989	0.80
127-341-01	9612 W. Ball Rd.	R3	1B	0.4	17	A	Strip commercial (nonconforming)	8650	0.50	1963	0.10
127-341-52	9602 W. Ball Rd.	R3	1B	0.4	17	A	Strip commercial (nonconforming)	2751	0.16	1963	0.44

## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
Subtotal					60						
127-092-24	331 S Brookhurst	C1	1B	0.5885	14	-	Older strip commercial	4170	0.16	1956	0.63
127-092-25	9291 S Brookhurst	C1	1B	0.5638	14	-	Older strip commercial	5673	0.23	1961	0.39
127-092-32	305 S Brookhurst	C1	1B	1.106	27	-	Older strip commercial	5880	0.12	1960	0.24
Subtotal					55						
127-341-59	10012 W. Ball	C1	1B	0.2	5	-	Older SFR	888	0.10	1950	0.24
127-341-60	10042 W. Ball	C1	1B	0.38	9	-	Older SFR	2840	0.17	1948	0.24
127-341-61	9512 W. Ball	C1	1B	0.13	3	-	Strip commercial	1891	0.33	1982	0.77
Subtotal					17						
Totals					Low 124 Mod 74						

#### Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value



**Underutilized sites in West Anaheim area**



**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4e**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Stanton Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
<b>Site 1</b>											
126-503-27	8885 KATELLA AVE	C1	1B	0.44	11	-	Commercial (older bar)	5517	0.28	1961	0.27
126-503-29	8911 KATELLA AVE	C1	1B	0.76	19	A	Commercial (RV rentals)	3031	0.09	1948	0.21
<b>Subtotal</b>					30						
<b>Site 2</b>											
127-621-06	9051 KATELLA AVE	C1	1B	0.71	17	A	Vacant (used car lot)	0	0	na	0
127-621-07	9051 KATELLA AVE	C1	1B	0.48	11	A	Vacant (used car lot)	381	0.02	1972	0.06
127-621-08	9041 KATELLA AVE	C1	1B	0.48	11	-	Vacant (used car lot)	4209	0.20	1970	0.26
127-621-09	10962 S. MAGNOLIA AVE	C1	1B	0.23	5	-	Older commercial	1210	0.12	1969	0.37
127-621-10	9001 KATELLA AVE	C1	1B	0.38	9	-	Older commercial (liquor store)	2400	0.14	1976	0.54
<b>Subtotal</b>					53						
<b>Totals</b>					83						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value



**Underutilized sites in Stanton area**



**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4f**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Santa Ana Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
<b>Site 1</b>											
396-313-03	13912 Ponderosa	C1	1B	0.69	17	-	Older commercial	9992	0.33	1960	0.56
396-313-11	17061 E. 17th St	C1	1B	0.9	22	-	Older office/commercial	na	na	na	0.38
<b>Subtotal</b>					<b>39</b>						
<b>Site 2</b>											
396-312-01	No street address	C1	1B	0.45	11	A	Vacant land	0	0	na	0
396-312-02	13862 N. Tustin Ave.	C1	1B	0.54	13	A	Vacant land	0	0	na	0
396-312-03	13872 N. Tustin Ave.	C1	1B	0.19	4	A	Vacant land	0	0	na	0
396-312-04	13892 N. Tustin Ave.	C1	1B	0.23	5	A	Vacant land	0	0	na	0
396-312-05	13902 N. Tustin Ave.	C1	1B	0.15	3	A	Vacant land	0	0	na	0
396-312-06	13922 N. Tustin Ave.	C1	1B	0.85	21	A	Vacant land	0	0	na	0
396-312-07	13946 N. Tustin Ave.	C1	1B	0.18	4	A	Vacant land	0	0	na	0
396-312-08	13952 N. Tustin Ave.	C1	1B	0.18	4	A	Vacant land	0	0	na	0
396-312-11	13972 N. Tustin Ave.	C1	1B	0.52	13	A	Vacant land	0	0	na	0
<b>Subtotal</b>					<b>78</b>						
<b>Totals</b>					<b>117</b>						

Notes:

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

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**Underutilized sites in Santa Ana area**

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

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**Table B-4g**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Fountain Valley Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
Site 1											
144-251-08	16292 Harbor	C1	1C	0.48	12	-	Auto service	0	0	1967	0.10
Totals					12						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

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**Table B-4h**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Costa Mesa Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units*	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio**
Site 1											
119-200-21	20242 Newport Blvd.	C2(SR)	5	14.5	362	-	Parking lot	0	0	na	0.19
<b>Totals</b>					<b>362</b>						

Notes

\*Based on density of 25 du/ac

\*\*Ratio of improvement value to total assessed value

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-4i**  
**Housing Opportunities Overlay Zone Land Inventory**  
**Newport Beach Unincorporated Island**

APN	Address	Zoning	General Plan	Parcel Size (Acres)	Potential Units	Owner	Current Use	Bldg. Size (sf)	Bldg. FAR	Year Built	Imp. Ratio***
Site 1											
114-170-77 114-170-79	5800 Coast Highway	C1	5	22.7	567* (Lower)	A	Vacant	0	0	na	0
114-170-24 114-170-43 114-170-52 424-041-04		R4	5	34.1	494** (Moderate)	A	Vacant	0	0	na	0
Totals					567 Low 494 Mod						

Notes:

\*Based on density of 25 du/ac

\*\* Based on density of 14.5 du/ac

\*\*\*Ratio of improvement value to total assessed value

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-5**  
**Underutilized Land Inventory**  
**EI Modena Unincorporated Island**

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
093-100-05	18619 E Vine Ave	R4	1B	1	14.5	0.1587	2	SFR	Potential lot consolidation
093-100-06	18631 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-07	18623 E Vine Ave	R4	1B	1	14.5	0.1587	2	SFR	Potential lot consolidation
093-100-08	18627 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-11	18691 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-17	18701 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-19	18681 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-27	18671 E Vine Ave	R4	1B	1	14.5	0.1681	2	SFR	Potential lot consolidation
093-100-36	18692 E Spring St	R4	1B	1	14.5	0.1556	2	SFR	Potential lot consolidation
093-100-37	18642 E Spring St	R4	1B	1	14.5	0.1556	2	SFR	Potential lot consolidation
093-100-38	18632 E Spring St	R4	1B	1	14.5	0.1556	2	SFR	Potential lot consolidation
093-100-39	18682 E Spring St	R4	1B	1	14.5	0.1556	2	SFR	Potential lot consolidation
093-100-40	18626 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-100-41	18622 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-100-42	18662 E Spring St	R4	1B	1	14.5	0.1556	2	SFR	Potential lot consolidation
093-100-43	18702 E Spring St	R4	1B	1	14.5	0.1837	2	SFR	Potential lot consolidation
093-100-44	18741 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-07	18542 E Spring St	R4	1B	1	14.5	0.1613	2	SFR	Potential lot consolidation
093-101-08	18552 E Spring St	R4	1B	1	14.5	0.1613	2	SFR	Potential lot consolidation
093-101-16	11771 Earlham St	R4	1B	1	14.5	0.0657	0	SFR	Potential lot consolidation
093-101-17	18578 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-18	18580 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-19	11781 Earlham St	R4	1B	1	14.5	0.0657	0	SFR	Potential lot consolidation
093-101-20	11791 Earlham St	R4	1B	1	14.5	0.1831	2	SFR	Potential lot consolidation
093-101-24	18541 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-25	18531 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-30	11761 Earlham St	R4	1B	1	14.5	0.1465	2	SFR	Potential lot consolidation
093-101-31	18551 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-33	11762 N Esplanade St	R4	1B	1	14.5	0.0947	1	SFR	Potential lot consolidation
093-101-34	11772 S Esplanade St	R4	1B	1	14.5	0.1712	2	SFR	Potential lot consolidation
093-101-35	18562 E Spring St	R4	1B	1	14.5	0.1441	2	SFR	Potential lot consolidation

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
093-101-38	11751 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-40		R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-101-41	11752 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-03	18552 E Vine Ave	R4	1B	1	14.5	0.2255	3	SFR	Potential lot consolidation
093-102-04	18562 E Vine Ave	R4	1B	1	14.5	0.1472	2	SFR	Potential lot consolidation
093-102-05	18582 E Vine Ave	R4	1B	1	14.5	0.1811	2	SFR	Potential lot consolidation
093-102-06	11811 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-10	18571 E Center Ave	R4	1B	1	14.5	0.1076	1	SFR	Potential lot consolidation
093-102-11	18561 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-12	18551 E Center Ave	R4	1B	1	14.5	0.2324	3	SFR	Potential lot consolidation
093-102-18	11851 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-19	11835 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-24	11815 Earlham St	R4	1B	1	14.5	0.0287	0	SFR	Potential lot consolidation
093-102-25	18512 E Vine Ave	R4	1B	1	14.5	0.1818	2	SFR	Potential lot consolidation
093-102-26	11812 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-28	11832 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-29	11842 S Esplanade St	R4	1B	1	14.5	0.125	1	SFR	Potential lot consolidation
093-102-31	11817 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-32	11821 Earlham St	R4	1B	1	14.5	0.1205	1	SFR	Potential lot consolidation
093-102-33	18541 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-102-34	11852 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-03	11822 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-04	18642 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-05	18652 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-06	18662 E Vine Ave	R4	1B	1	14.5	0.1575	2	SFR	Potential lot consolidation
093-103-07	18672 E Vine Ave	R4	1B	1	14.5	0.2736	3	SFR	Potential lot consolidation
093-103-09	18712 E Vine Ave	R4	1B	1	14.5	0.0476	0	SFR	Potential lot consolidation
093-103-10	18722 E Vine Ave	R4	1B	1	14.5	0.0476	0	SFR	Potential lot consolidation
093-103-17	18621 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-18	11832 Earlham St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-19	11842 Earlham St	R4	1B	1	14.5	0.1809	2	SFR	Potential lot consolidation
093-103-20	18691 E Center Ave	R4	1B	1	14.5	0.1581	2	SFR	Potential lot consolidation
093-103-22	18653 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-25	18692 E Vine Ave	R4	1B	1	14.5	0.1632	2	SFR	Potential lot consolidation
093-103-26	18682 E Vine Ave	R4	1B	1	14.5	0.1633	2	SFR	Potential lot consolidation

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
093-103-27	11801 Hewes St	R4	1B	1	14.5	0.0825	1	SFR	Potential lot consolidation
093-103-28	11821 Hewes St	R4	1B	1	14.5	0.2938	4	SFR	Potential lot consolidation
093-103-29	11831 Hewes St	R4	1B	1	14.5	0.2882	4	SFR	Potential lot consolidation
093-103-31	11811 Hewes St	R4	1B	1	14.5	0.1736	2	SFR	Potential lot consolidation
093-103-32	18681 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-33	18689 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-103-34	11812 A Earlham	R4	1B	1	14.5	0.124	1	SFR	Potential lot consolidation
093-103-35	11812 B Earlham	R4	1B	1	14.5	0.125	1	SFR	Potential lot consolidation
093-111-02	11879 Earlham St	R4	1B	1	14.5	0.1937	2	SFR	Potential lot consolidation
093-111-19	18572 E Center Ave	R4	1B	1	14.5		0	SFR	Potential lot consolidation
093-111-27	18532 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-111-28	18552 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-111-29	18562 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-111-30	11862 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-111-31	11882 S Esplanade St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-18	18702 E Center Ave	R4	1B	1	14.5	0.0775	1	SFR	Potential lot consolidation
093-112-28	18632 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-29	18642 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-43	11871 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-45	11901 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-46	11911 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
093-112-47	11861 Hewes St	R4	1B	1	14.5	0.0671	0	SFR	Potential lot consolidation
093-112-48	11881 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-13	18862 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-14	18874 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-15	18882 E Spring St	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-081-17	18912 E Spring St	R4	1B	1	14.5	0.163	2	SFR	Potential lot consolidation
383-081-18	18916 E Spring St	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-081-19	18922 E Spring St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-20	18932 E Spring St	R4	1B	1	14.5	0.1782	2	SFR	Potential lot consolidation
383-081-21	11741 S Rancho Santiago Blvd	R4	1B	1	14.5	0.1576	2	SFR	Potential lot consolidation
383-081-22	11751 S Rancho Santiago Blvd	R4	1B	1	14.5	0.1498	2	SFR	Potential lot consolidation
383-081-23	11761 S Rancho Santiago Blvd	R4	1B	1	14.5		0	SFR	Potential lot consolidation
383-081-47	18935 E Vine Ave	R4	1B	1	14.5	0.1782	2	SFR	Potential lot consolidation
383-081-48	18925 E Vine Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation



**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
383-081-54		R4	1B	1	14.5	0.0922	1	SFR	Potential lot consolidation
383-081-66	18798 E Spring St	R4	1B	1	14.5	0.1596	2	SFR	Potential lot consolidation
383-081-67	18820 E Spring St	R4	1B	1	14.5	0.1157	1	SFR	Potential lot consolidation
383-081-68	11742 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-69	18772 E Spring St	R4	1B	1	14.5	0.1643	2	SFR	Potential lot consolidation
383-081-70	18800 E Spring St	R4	1B	1	14.5	0.1596	2	SFR	Potential lot consolidation
383-081-73	18871 E Vine Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-081-74	18865 E Vine Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-081-75	11762 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-081-76	18826 E Spring St	R4	1B	1	14.5	0.1874	2	SFR	Potential lot consolidation
383-082-18	11815 S Rancho Santiago Blvd	R4	1B	1	14.5	0.1472	2	SFR	Potential lot consolidation
383-082-19	11821 S Rancho Santiago Blvd	R4	1B	1	14.5	0.1472	2	SFR	Potential lot consolidation
383-082-20	11831 S Rancho Santiago Blvd	R4	1B	1	14.5	0.173	2	SFR	Potential lot consolidation
383-082-21	11841 S Rancho Santiago Blvd	R4	1B	1	14.5	0.2831	4	SFR	Potential lot consolidation
383-082-22	18935 E Center Ave	R4	1B	1	14.5	0.1638	2	SFR	Potential lot consolidation
383-082-23	18925 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-24	18915 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-25	18905 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-26	18895 E Center Ave A	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-27	18893 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-29		R4	1B	1	14.5	0.093	1	SFR	Potential lot consolidation
383-082-30	18861 E Center Ave	R4	1B	1	14.5	0.093	1	SFR	Potential lot consolidation
383-082-31	18851 E Center Ave	R4	1B	1	14.5	0.1705	2	SFR	Potential lot consolidation
383-082-33	18825 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-34	18831 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-35	18811 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-36	18801 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-37	18771 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-38	18763 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-47	18802 E Vine Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-49	18833 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-082-51	18852 E Vine Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-54	18869 E Center Ave	R4	1B	1	14.5	0.3347	4	SFR	Potential lot consolidation
383-082-55	18871 E Center Ave	R4	1B	1	14.5	0.3719	5	SFR	Potential lot consolidation
383-082-56	18882 E Vine Ave	R4	1B	1	14.5	0.3099	4	SFR	Potential lot consolidation

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
383-082-62	11811 S Rancho Santiago Blvd	R4	1B	1	14.5	1.4721	21	SFR	Potential lot consolidation
383-082-64	11852 Hewes St	R4	1B	1	14.5	0.4132	5	SFR	Potential lot consolidation
383-082-65	11836 Hewes St	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-082-66	11832 Hewes St	R4	1B	1	14.5	0.1148	1	SFR	Potential lot consolidation
383-082-72	18862 E Vine Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-271-02	11882 Hewes St	R4	1B	1	14.5	0.1322	1	SFR	Potential lot consolidation
383-271-03	18772 E Center Ave	R4	1B	1	14.5		0	SFR	Potential lot consolidation
383-271-04	18782 E Center Ave	R4	1B	1	14.5	0.1705	2	SFR	Potential lot consolidation
383-271-05	18794 E Center Ave	R4	1B	1	14.5	0.1705	2	SFR	Potential lot consolidation
383-271-06	18802 E Center Ave	R4	1B	1	14.5	0.3099	4	SFR	Potential lot consolidation
383-271-07	18822 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-271-08	18832 E Center Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-271-13	18872 E Center Ave	R4	1B	1	14.5	0.0	0	SFR	Potential lot consolidation
383-271-14	18882 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-15	18892 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-16	18902 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-17	18912 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-18	18922 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-19	18932 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-20	18942 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-21	18952 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-22	18962 E Center Ave	R4	1B	1	14.5	0.1561	2	SFR	Potential lot consolidation
383-271-23	18972 E Center Ave	R4	1B	1	14.5	0.1873	2	SFR	Potential lot consolidation
383-271-24	18971 E Pearl Ave	R4	1B	1	14.5	0.1736	2	SFR	Potential lot consolidation
383-271-25	18961 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-26	18951 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-27	18941 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-28	18931 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-29	18921 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-30	18911 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-31	18901 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-32	18891 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-33	18881 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-34	18871 E Pearl Ave	R4	1B	1	14.5	0.1446	2	SFR	Potential lot consolidation
383-271-35	18861 E Pearl Ave	R4	1B	1	14.5	0.1492	2	SFR	Potential lot consolidation

## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

APN	Address	Zoning	General Plan	Existing Units	Assumed Density (du/ac)	Parcel Size (Acres)	Potential Units*	Current Use	Opportunities/ Constraints
383-271-37	18841 E Pearl Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-271-38	18831 E Pearl Ave	R4	1B	1	14.5	0.155	2	SFR	Potential lot consolidation
383-271-43	18781 E Pearl Ave	R4	1B	1	14.5	0.1705	2	SFR	Potential lot consolidation
383-271-44	18771 E Pearl Ave	R4	1B	1	14.5	0.1705	2	SFR	Potential lot consolidation
383-271-45	11912 Hewes St	R4	1B	1	14.5	0.1322	1	SFR	Potential lot consolidation
383-271-46	11902 Hewes St	R4	1B	1	14.5	0.1322	1	SFR	Potential lot consolidation
<b>Totals</b>						<b>20.98 ac</b>	<b>256</b>		

\*Assumed moderate income units



**Underutilized sites in El Modena area**

Figure B-2a  
Midway City Area

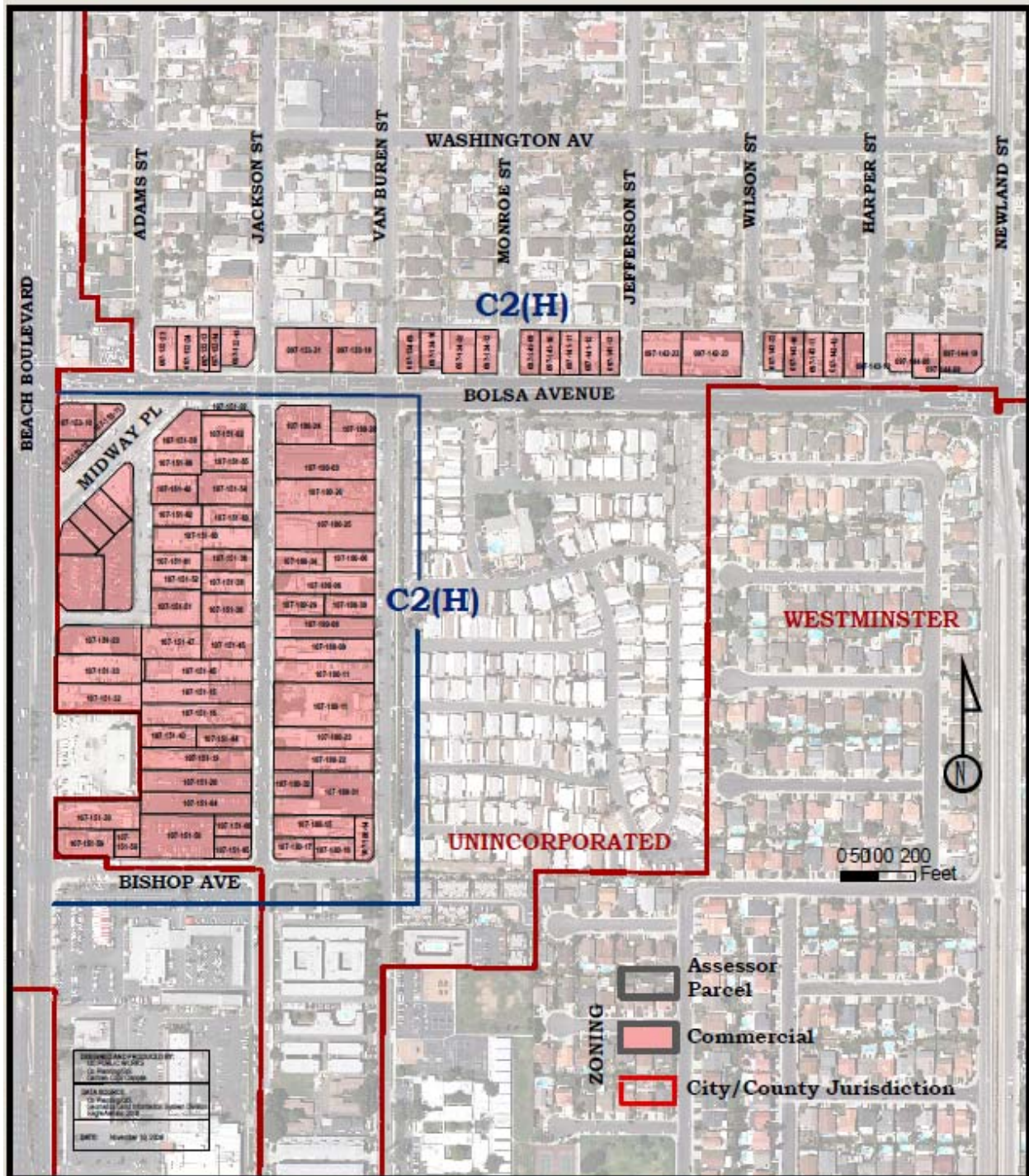




Figure B-2b  
Orange-Olive Heights Area

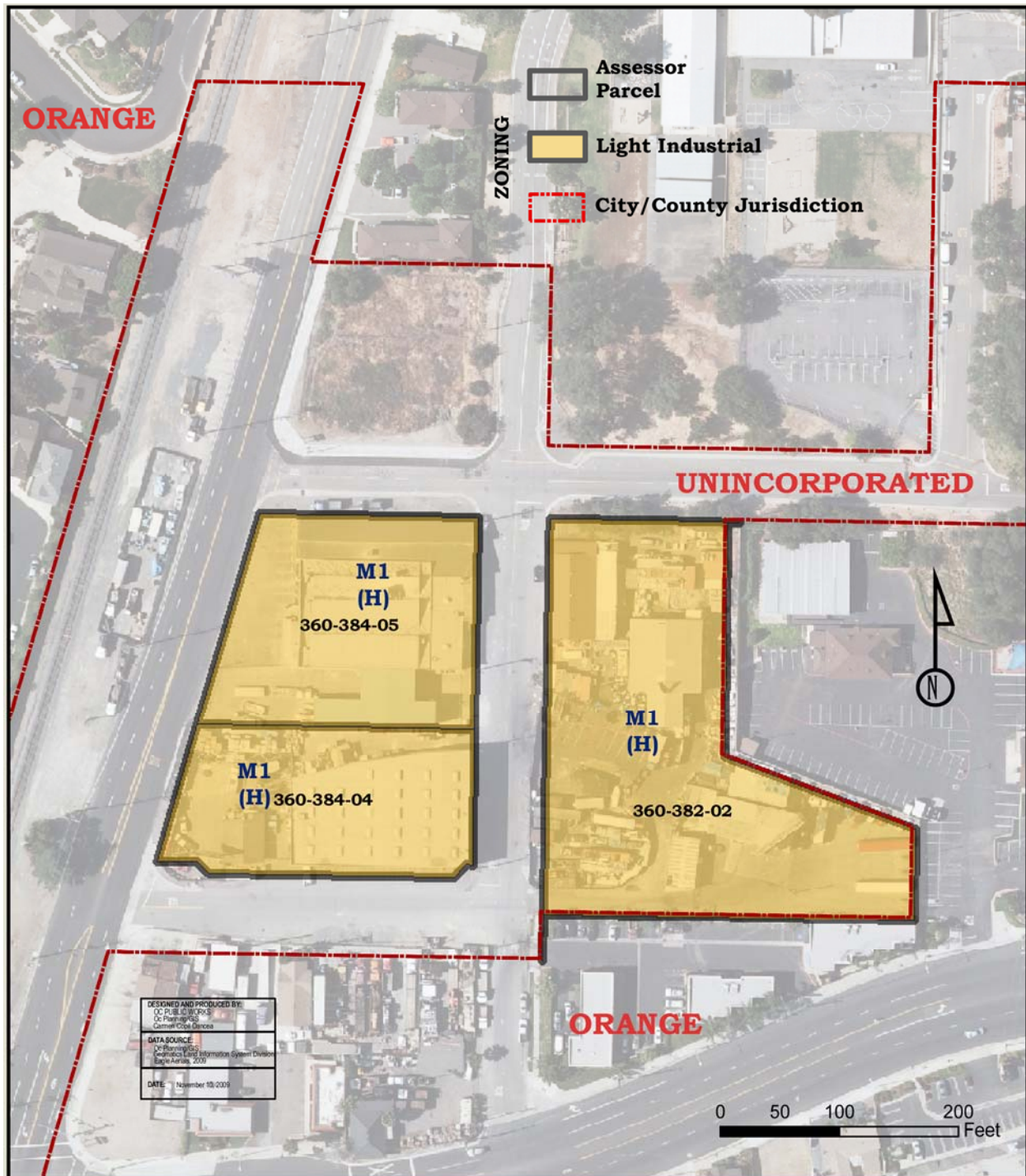
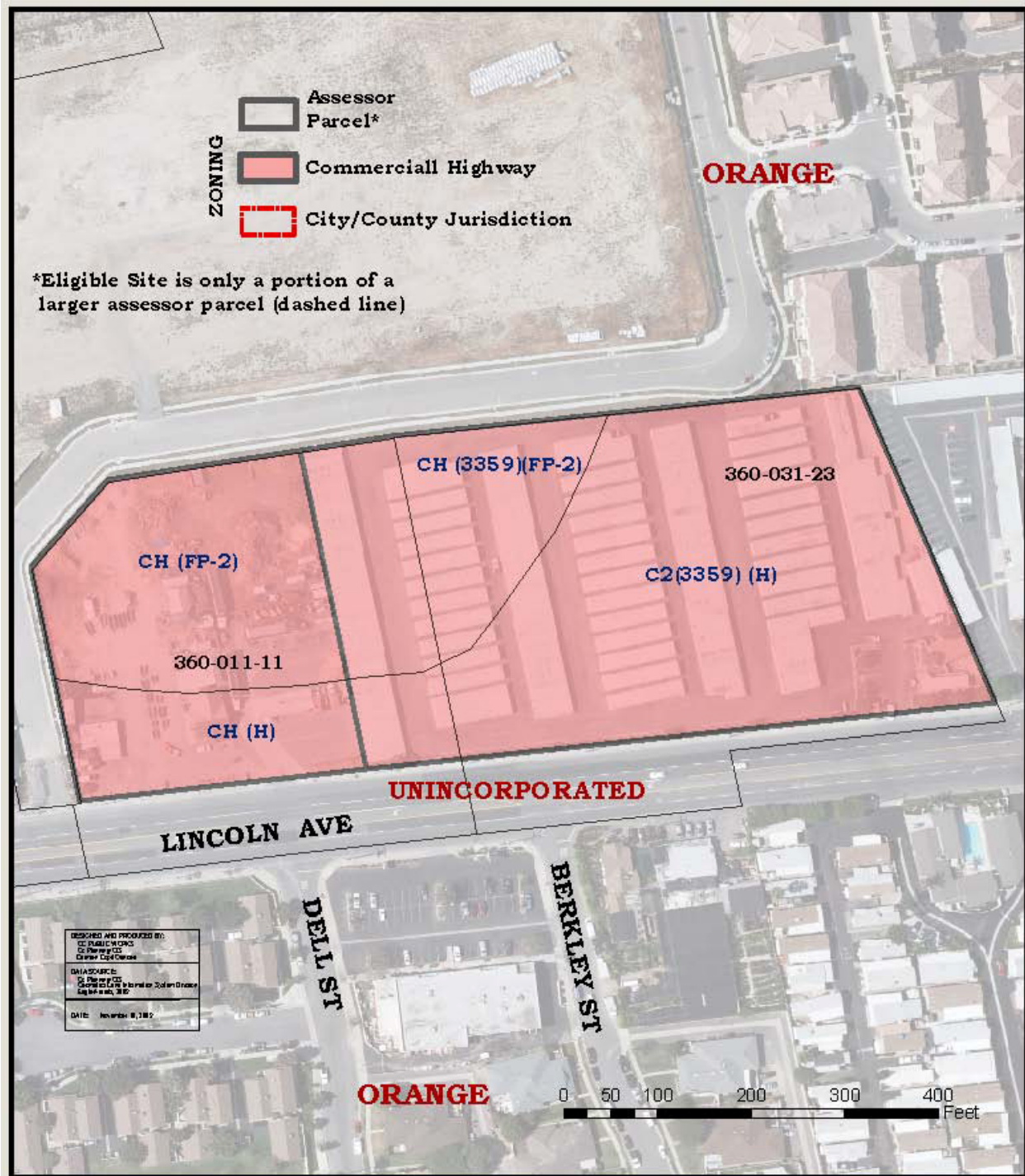


Figure B-2c  
Del Rio Area





Appendix B – Land Inventory  
CHAPTER X – HOUSING ELEMENT

Figure B-2d  
West Anaheim Area

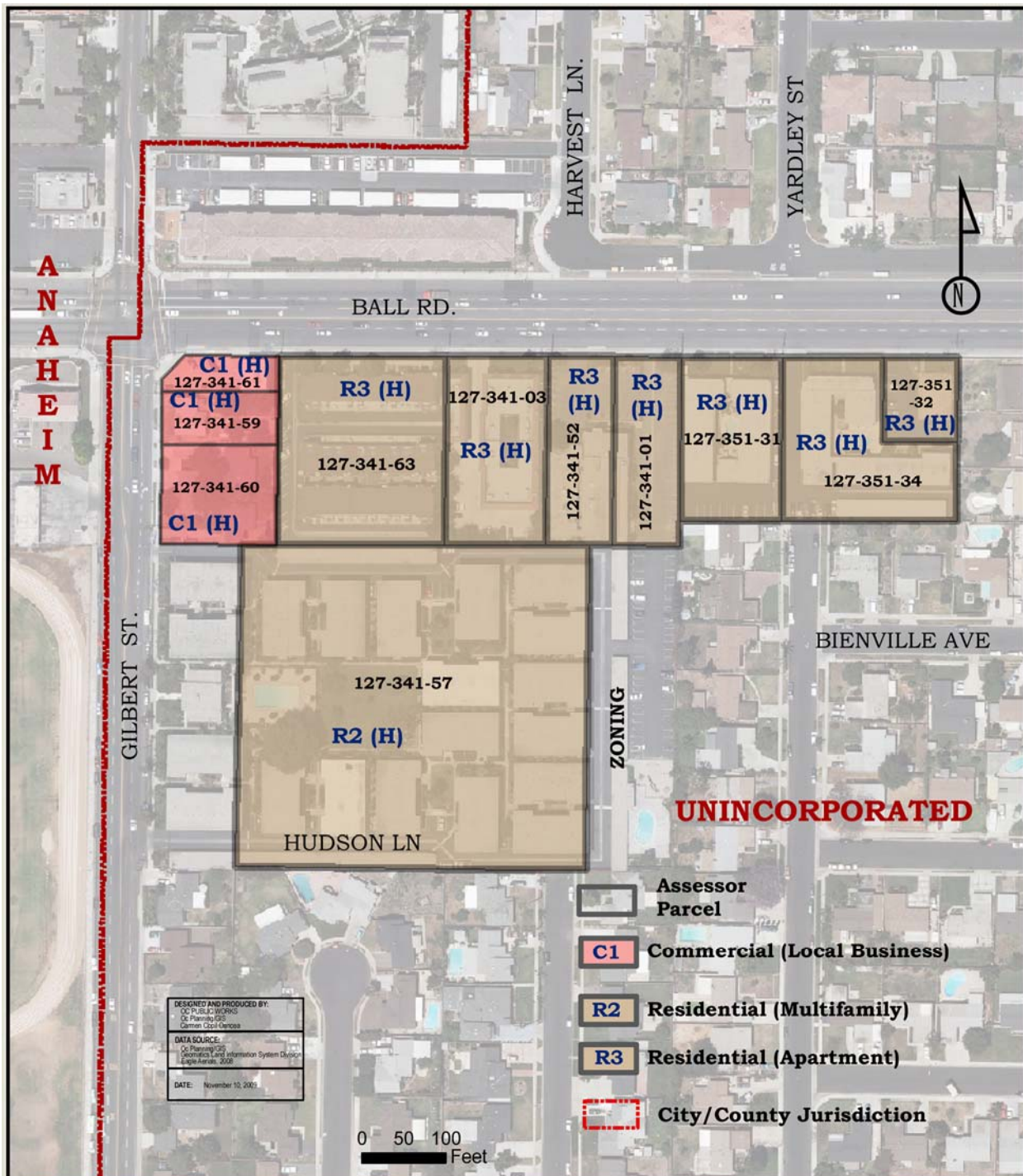
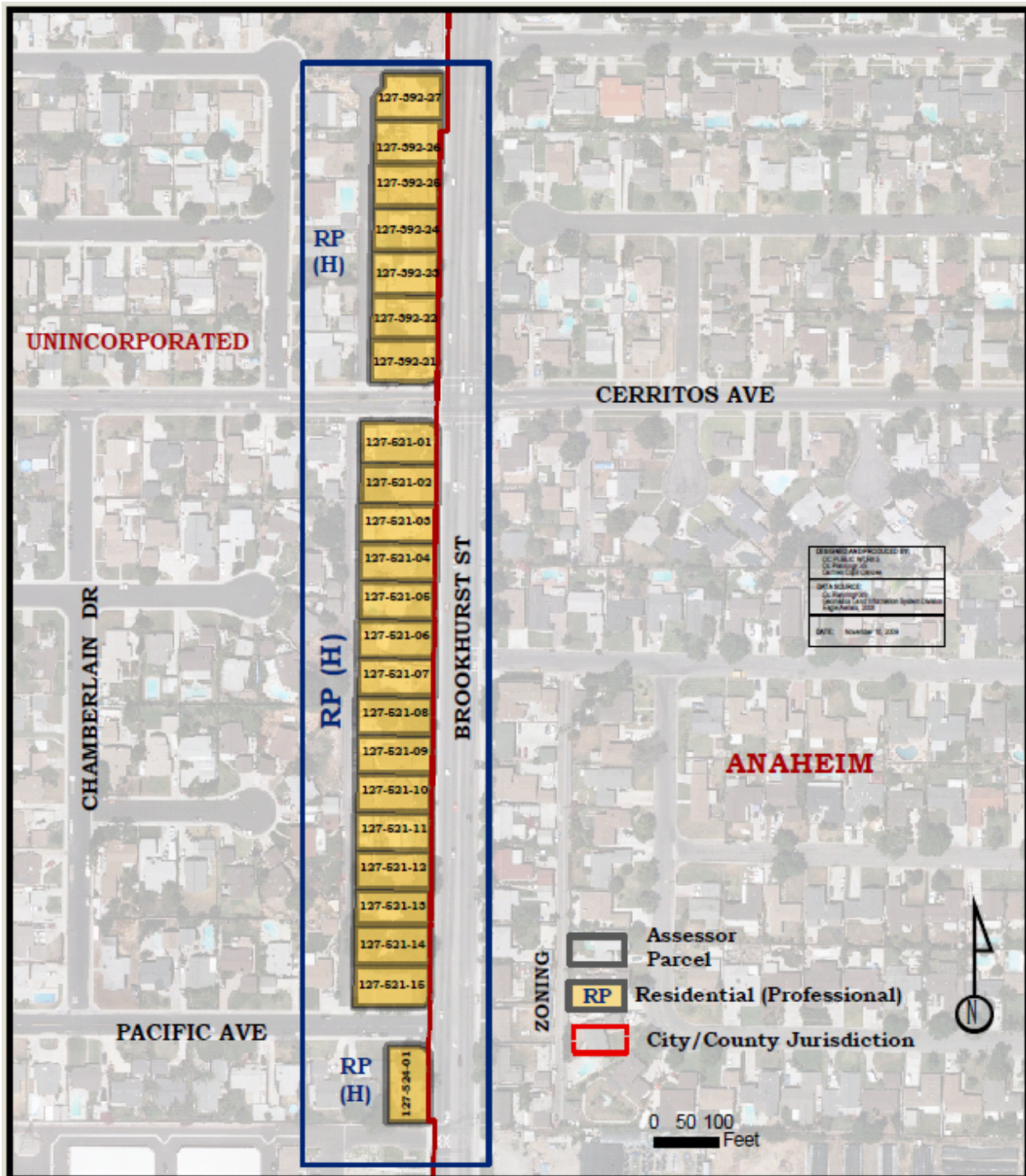




Figure B-2e  
West Anaheim Area





Appendix B – Land Inventory  
CHAPTER X – HOUSING ELEMENT

Figure B-2f  
West Anaheim Area

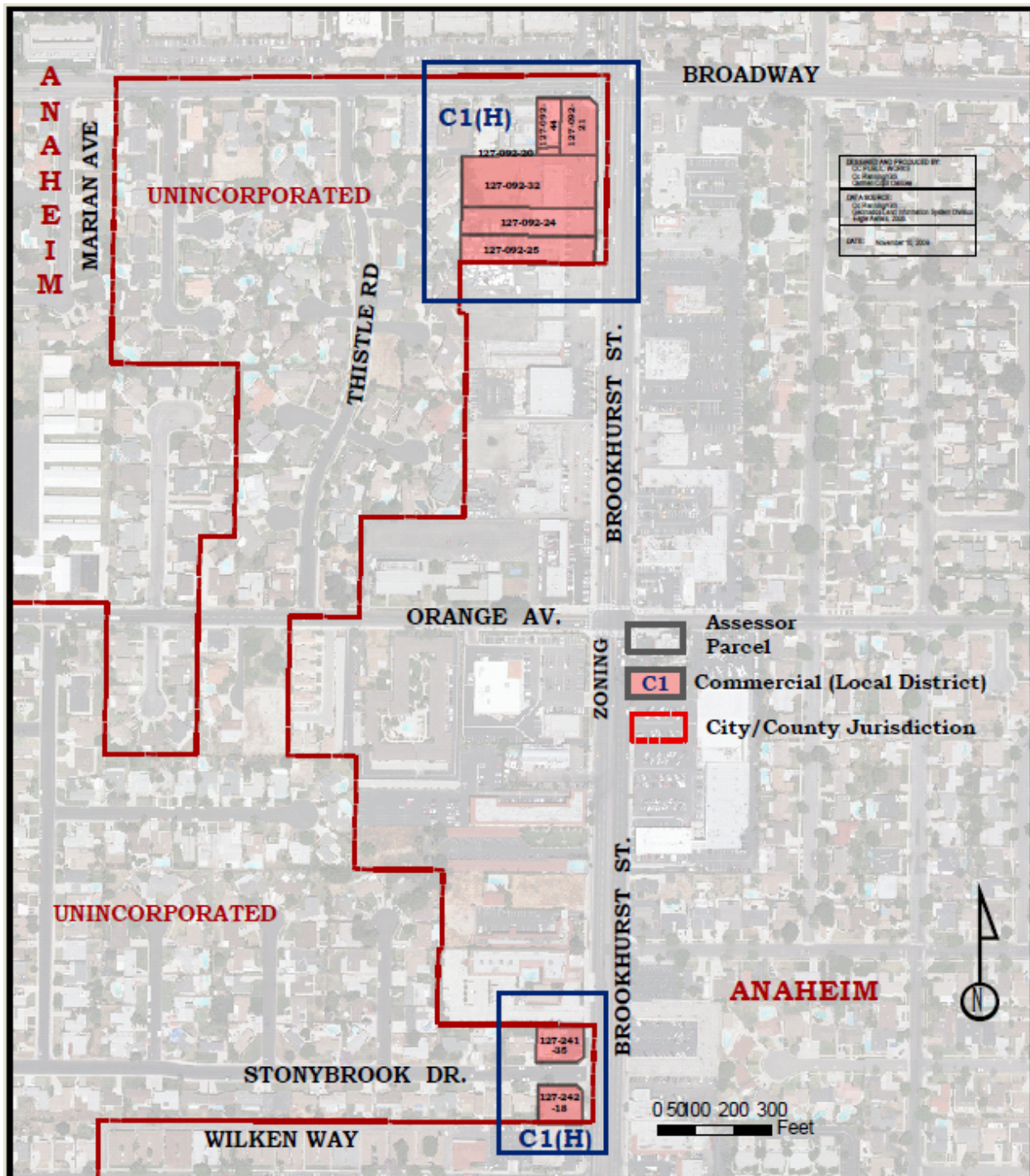




Figure B-2g  
Stanton Area

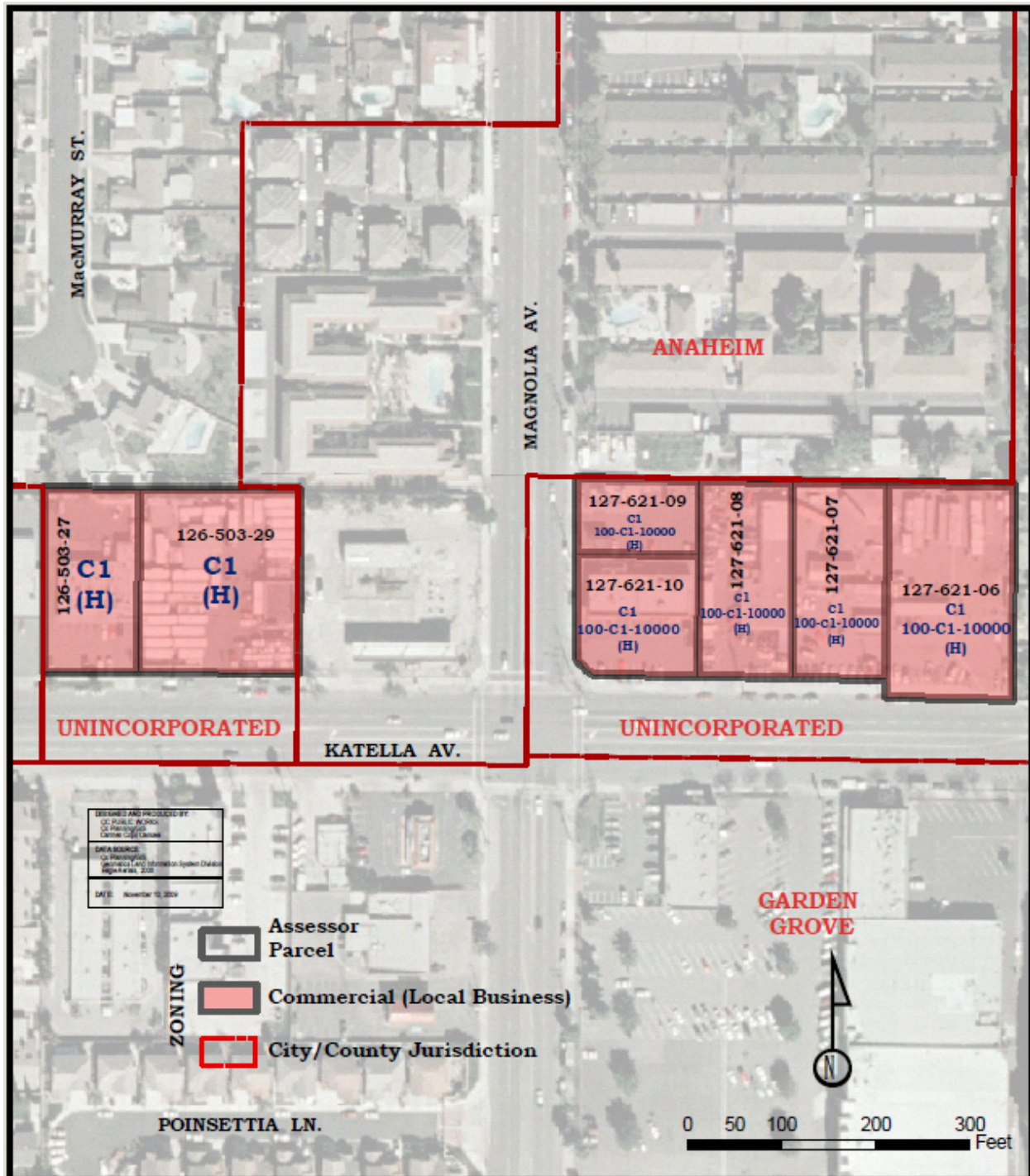




Figure B-2h  
Santa Ana Area

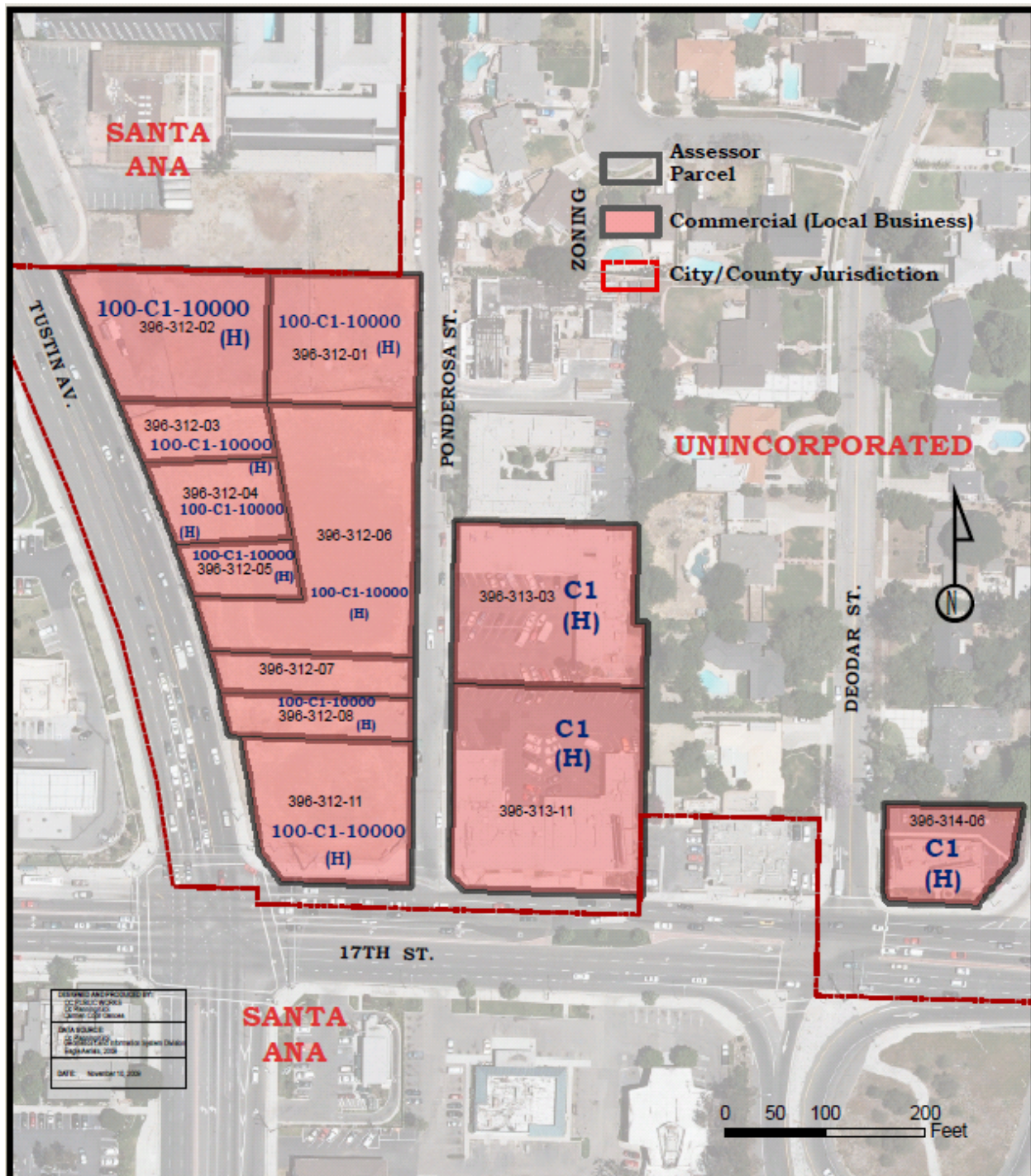


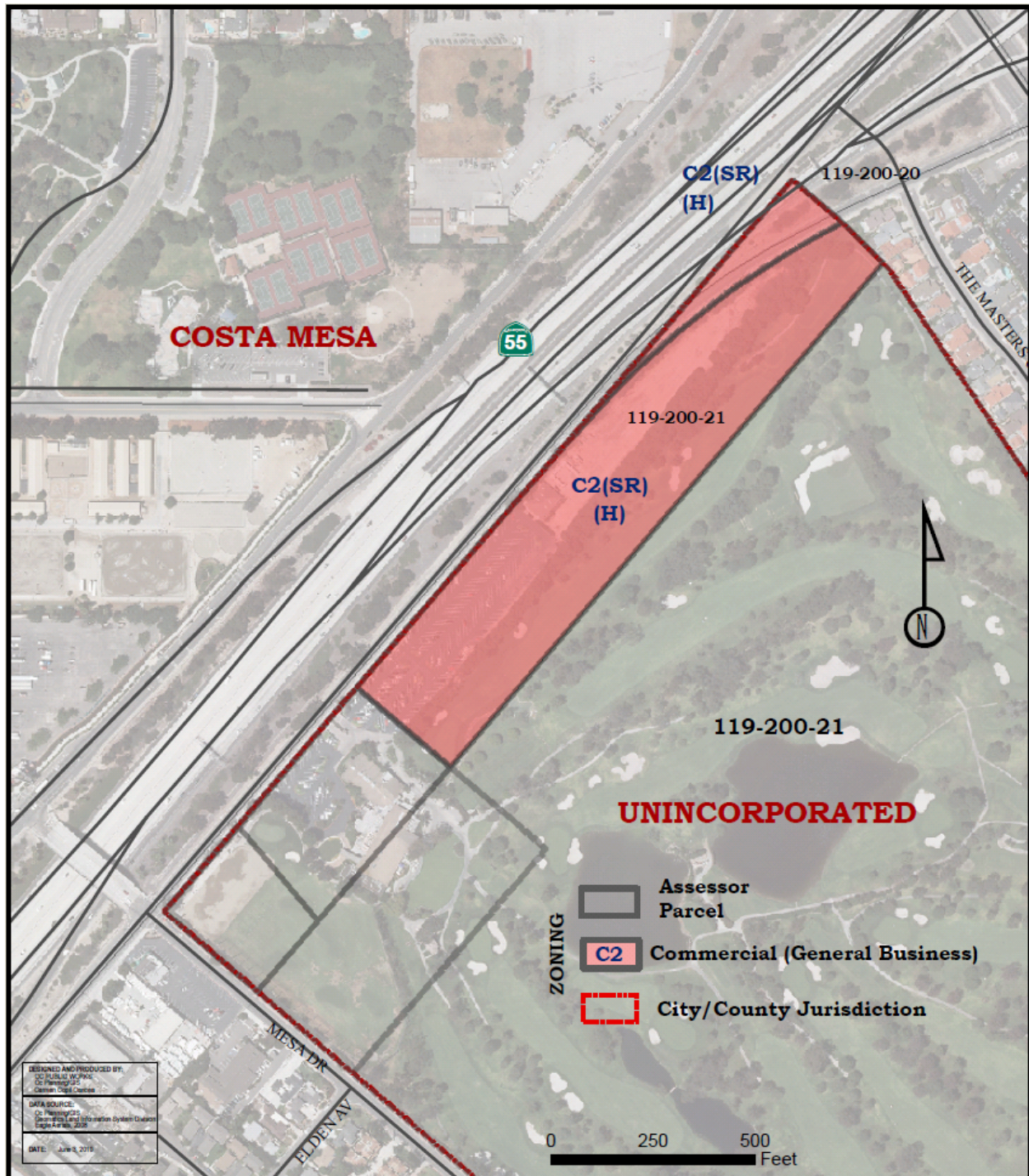


Figure B-2i  
Fountain Valley Area





Figure B-2j  
Costa Mesa Area



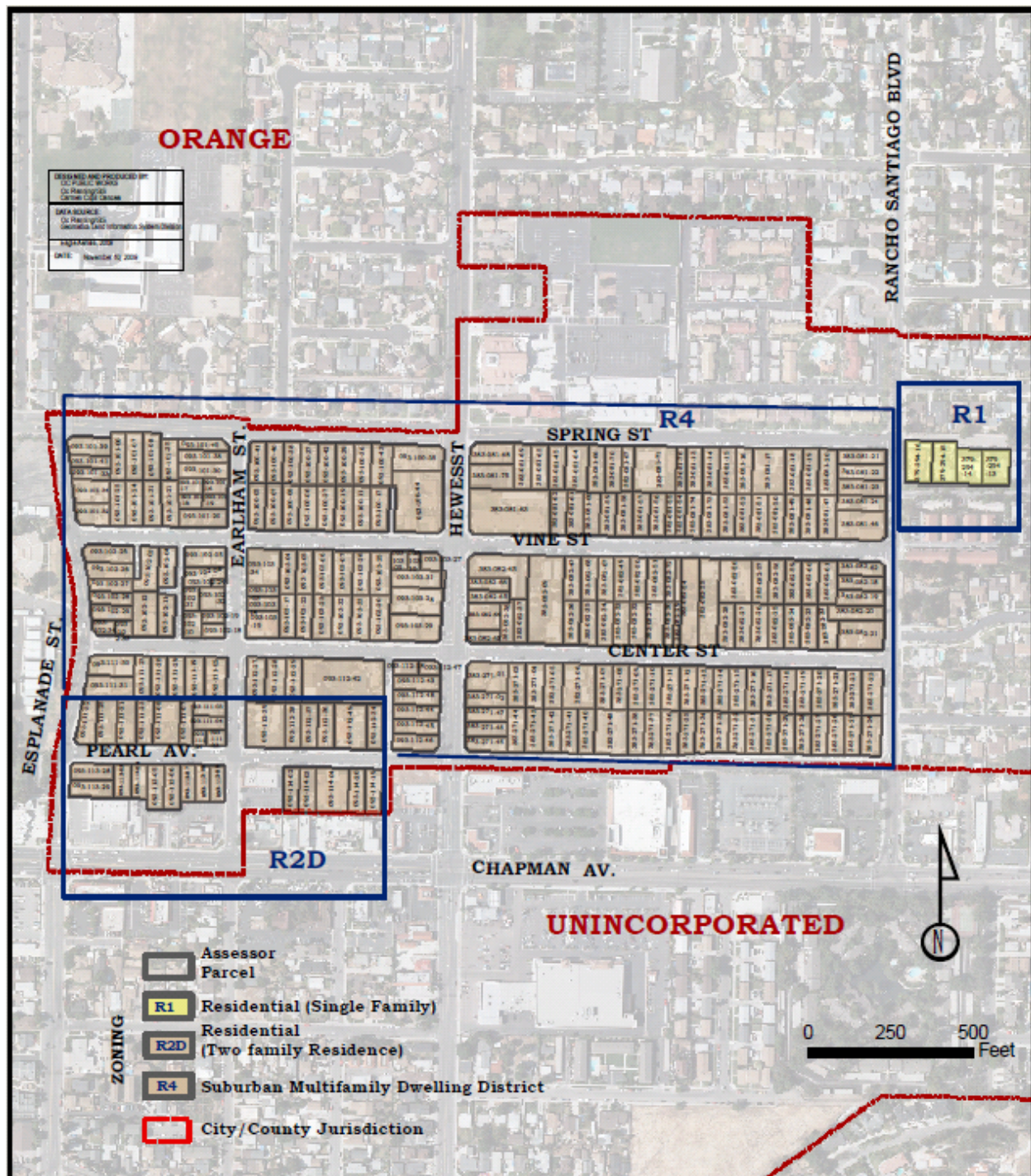






Appendix B – Land Inventory  
CHAPTER X – HOUSING ELEMENT

Figure B-2I  
El Modena Area



## **Appendix C – Public Participation Summary**

Public participation is an important component of the planning process, and this update to the Housing Element has provided residents and other interested parties numerous opportunities for review and comment. During the preparation of the draft element, four meetings were held with the Housing Element Resource Team comprised of recognized leaders and stakeholders representing business, housing advocates, social service providers, environmental organizations, the Orange County Building Industry Association, major landowners and developers, non-profit builders, and the Orange County Grand Jury. Study sessions and public hearings were held by the Orange County Planning Commission and Board of Supervisors. This proactive outreach effort invited broad involvement throughout the analytical and policy development phases of the project.

The following is a list of meetings and hearings held during the Housing Element update process.

- January 24, 2008 – Resource Team #1
- January 30, 2008 – Planning Commission #1
- February 14, 2008 - Resource Team #2
- February 27, 2008 Planning Commission #2
- March 20, 2008 - Resource Team #3
- March 26, 2008 - Planning Commission #3
- April 9, 2008 - Planning Commission #4
- April 23, 2008 - Planning Commission #5
- May 7, 2008 - Planning Commission #6
- October 23, 2008 - Resource Team #4
- December 9, 2008 - Board of Supervisors adoption hearing

Notices of all Housing Element public hearings were published in the local newspaper in advance of each meeting, as well as posting the notices on the County's website ([www.ocplanning.net](http://www.ocplanning.net)). The draft Housing Element was made available for review at County offices and posted on the website. After receiving comments on the draft Housing Element from the State Housing and Community Development Department, a proposed final Housing Element was prepared and made available for public review prior to adoption by the Board of Supervisors.

Table C-1 provides a summary of public comments and how those comments have been addressed in this Housing Element.



**Appendix C – Public Participation Summary**  
**CHAPTER X – HOUSING ELEMENT**

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**Table C-1**  
**Summary of Public Comments**  
**County of Orange Housing Element**

Comment	Response
There is a need for housing affordable to lower-income renters and large households. Housing production is not meeting the needs of lower-income families.	Orange County is a relatively high-cost housing market, and needs are greater than the resources available to create affordable housing. The Housing Element contains a variety of programs to address a full spectrum of needs.
The Housing Element should examine the needs of persons with disabilities and potential constraints that could impede housing for this population.	The Needs Assessment (Chapter 2) and the Constraints Analysis (Chapter 3) include a detailed discussion of the needs of persons with disabilities and how County regulations may act as constraints.
SB 2	The Action Plan commits the County to amending the Code definition of transitional housing in compliance with SB 2.
Extremely-low-income households	An expanded discussion of the needs of extremely-low-income households has been provided in the revised draft Housing Element.
Land inventory – the site inventory in the Overlay Zone should consider constraints and the realistic development capacity	The draft Housing Element has been revised to take a more conservative approach to site capacity in the Overlay Zone, which has resulted in a reduction in the estimated potential units from 9,350 to 3,082. Even with this significant reduction, the land inventory contains adequate sites to meet the County's lower-income housing need.
The Housing Element should address the need for child care facilities in affordable housing developments.	The draft element contains a policy and action program to facilitate the provision of child care by eliminating the requirement for a CUP for projects that include child care facilities.

**Table C-1**  
**Housing Element Resource Team**

Alice Angus, City of Orange	aangus@cityoforange.org
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Bryan Starr, BIA	bstarr@biaoc.com
Carla Walecka	cwalecka@earthlink.net
Carol Ballesty, OC Grand Jury	None - send by fax 3
Cesar Covarrubias, Kennedy Commission	cesarc@kenedycommission.org
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Dan Young, Irvine Co	dyoung@irvineco.com
Diamond Trac, Public Law Center	dtran@publiclawcenter.org
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Dianne Russell, Western Community Housing	dianne@wchousing.org
Ezequiel Gutierrez, Staff Attorney	egutierrez@publiclawcenter.org
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Jim Righeimer, Chair, HCD Commission	jimrig@ix.netcom.com
Joe Lambert, JL Hare	joey@jlhare.com
Johanna Gullick, Jamboree Housing	jgullick@jamboreehousing.com
John Bushman, OC Grand Jury	None -- Send by fax 2
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President or Director, OC Housing Providers	shelly@talleyassoc.com
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Scott Darrell, Director	scottd@kenedycommission.org
Scott Gaynor, Western Community Housing	scott@wchousing.org
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